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ABSTRACT

This report describes capacity and needs assessments of youth services in the District of Columbia. The assessments were conducted by the Urban Institute, Georgetown University, and the University of the District of Columbia in the summer of 1999. D.C. Mayor Anthony Williams requested these assessments to help guide the allocation of additional funds in the area of youth services. This report describes various indicators of needs across geographic regions of the city. Data come from existing District data sets, a survey of service providers; and interviews with service providers, parents, and youth related to early childhood development, K-12 academic achievement, post-school success, health and well-being, and crime. The indicators of need suggest that the need for additional youth services is high in most parts of the city. The areas east of the Anacostia River should receive about 40-50 percent of available resources, while the upper Northwest should receive a relatively small share of the new resources. Other areas should receive varying amounts. Most indicators show similar patterns of need. The findings also suggest that the hours of available capacity for youth services appear to be more than double the hours of actual use in all areas of the city. (SM)

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Capacity and Needs Assessments:

Youth Activities in the District of Columbia

The Urban Institute
2100 M St. NW
Washington, D.C. 20037-1207

October 4, 1999

(original: September 10, 1999)

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Abstract

This report describes capacity and needs assessments of youth services in the District of Columbia. These assessments were conducted by the Urban Institute, Georgetown University, and the University of the District of Columbia (UDC) in the Summer of 1999. DC mayor Anthony Williams requested these assessments to help guide the allocation of additional funds in this area. This report describes various indicators of need across geographic regions of the city, results from a survey of providers, and interviews with service providers, parents, and youth related to early childhood development, K-12 academic achievement, post-school success, health and well-being, and crime.

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Executive Summary

The District of Columbia is considering a plan to increase spending on youth services by $15 million for FY 1999-2000. To assist the District in determining where in DC to invest these funds the Urban Institute, Georgetown University, and the University of the District of Columbia (UDC) conducted a study of need and capacity in five areas: early childhood development, academic achievement, post-school success, health, and crime. This report describes the results of this study.

The information used in this report is derived from three main sources: 1) a survey of service providers, 2) interviews with service providers, and 3) existing District data sets. The first source of information, the *School-Aged Youth Services Provider Survey*, was conducted in July and August of 1999 specifically to inform this report. Service providers were identified using existing lists of DC schools, churches, and other providers of youth activities during the hours before and after the regular school day.

Information on the use and capacity of out-of-school services for youth was obtained from almost 500 providers in the District of Columbia. We are reasonably confident that these data cover most of the hours of youth services available in DC because extensive efforts were made to collect data from the largest providers and the total hours of service reported is quite high relative to the population of DC. The provider list we developed contains names of another 700 potential providers which appear to still be in business. Most non-respondents are faith-based providers and schools whose offices are not always fully staffed, especially during the summer. We impute data for 87 percent of the schools with missing data. For the remaining providers (not faith-based or schools) we estimate a 82 percent response rate.

The second source of information used in this report is a series of interviews with senior administrators in provider organizations. In these interviews we asked about how funding allocation decisions are made and what sorts of information they would like to have to improve these decisions. The third source of information was data on child care, parents, welfare, health, and education collected from UDC, DC Agenda, and the District Government. These latter sources of data helped to round out the sets of indicators used in this report, thereby providing a fuller picture of the condition of DC youth.

The key findings of the study are:

- The need for additional youth services is high in most parts of the city, as indicated by a variety of measures of youth well-being including receipt of public assistance, academic test scores, physical and family health, criminal victimization, and arrests.

- Though most parts of the city appear to be in need of improved activities for youth, areas in the upper Northwest appear to need significantly less help on a per capita basis. Youth in this part of the city appear to be participating in recreational out-of-school activities at much higher rates than youth in other parts of the city, and our indicators suggest that they have far fewer problem outcomes per youth.

- A lack of facilities does not appear to be constraining the availability of youth services in DC, suggesting that services could be expanded without significant new capital expenditures.

- Interviews with senior administrators of provider agencies suggest a need for better data to make funding allocation decisions across the city. In particular these administrators are interested in more demographic and educational information, which is collected on an annual basis at the ward and/or neighborhood level.

- A review of focus group data from an earlier study suggests that DC parents believe there is a need for more affordable, available, and high-quality care for their children. Safety, along with better methods of improving relevant skill sets such as computer literacy, appear to be key concerns.

The information in this report highlights areas of need for youth services in the District of Columbia and should help to inform allocation decisions in this area. In addition, this report provides a baseline for analyses of the service needs of youth in DC.

I. Introduction

In the spring of 1999, the Mayor of Washington, DC (Anthony Williams) announced a plan to increase spending on out-of-school youth activities by $33 million. The City Council approved this plan in June but at a final appropriation of $15 million for FY 1999-2000. Further, to ensure that these funds are well spent, the City Council also requested that capacity and needs assessments for youth services in DC be conducted, with a report due by August 30th. In response Mayor Williams commissioned the Urban Institute, Georgetown University, and the University of the District of Columbia (UDC) to conduct these assessments. The results are summarized in this report.

The Capacity and Needs Assessments focus on five priority issues identified by the Mayor:

- *Early Childhood Development*
- *K-12 Academic Achievement*
- *Post-School Success*
- *Health and Well-Being, and*
- *Crime and Victimization*

The Needs Assessment component uses available administrative data from a variety of public agencies in DC to identify geographic areas where the need for youth services is greatest. The Capacity Assessment component attempts to identify where community-based services can be increased most easily based on existing data augmented with a survey of all providers of school-aged youth services in the District. This survey, conducted by Georgetown University and UDC, included information on the types of services available and being used, the ages of the children served, the intensity of service, when services are provided, and the capacity of providers to add additional hours and children to their programs. Both the Needs and Capacity Assessments provide information by priority issue and geographic area within the city.

Ideally, we would have preferred to conduct surveys of children and households in order to get a more complete picture of how children and youth are currently engaged, and where additional services are needed. We also recommend developing some means of validating the current level of services at the provider sites. This could be done with random spot checks. However, given the time constraints on this research effort (about eight weeks), we used these more indirect methods, which we believe are the most cost-effective options under the circumstances.

Information from both assessments is combined in this report using mapping software available at the Urban Institute to help identify those geographic locations which appear to be most underserved. By focusing resources on these areas, we believe that the new funds will be better able to help effect positive changes for children and youth.

Most of our maps show indicators by Census tract and by local ward boundaries (i.e., the local political jurisdiction).[1] We did not attempt to calculate numbers by neighborhood because their boundaries vary depending on who is asked to define the neighborhood. In addition much of our data are not available at the neighborhood level. We do provide an overhead transparency in Appendix F showing police district boundaries for individuals interested in seeing how the census tracts map onto the different police districts.

We also include in this report a summary of interviews with individuals who are currently making allocation decisions for youth services in the District of Columbia. This information provides a picture of how services are currently allocated and information concerning how better indicators could be developed for future assessments.

Finally the last section of this report presents summary numbers by Police District and suggests possible funding allocations based on these numbers. We present these numbers by Police District because these boundaries are less politically sensitive than Ward boundaries might be.

The remaining sections of this report include the following: II. Needs Assessment, III. Capacity Assessment, IV. Interviews with Providers, V. Focus Groups with Parents, VI. Implications for Funding Allocations, and VII. Conclusion. Appendices include (A) recommendations about how these assessments might be improved in future studies, (B) a list of data sources for needs in DC, (C) additional tables, (D) details on the survey of providers of services for out-of-school youth, (E) details on the survey of child care providers, (F) other data definitions, and (G) endnotes for the report.

II. Needs Assessment

The Needs Assessment is based on data collected from a variety of sources on youth development outcomes, including a list of resources developed at the Urban Institute. These resources were used in a variety of projects which also looked at measuring outcomes in DC.

We attempted to get data for the most recent years available for all outcomes. In many cases more recent data do exist but were not obtainable in the time period of this study. We also attempted to obtain data appropriate for analyzing where the need for youth resources is highest for each of the five priority issues. In many cases this was difficult because the geographic information available was not ideal. For instance, for crime victimization we have the address of where the crime was reported. This is not the same as the address of the victim (or criminal). Therefore it is not clear that youth services should be placed in these areas.

In addition to being relevant for youth activities, we chose the outcomes similar to those used in other studies of youth needs, such as the *Kids Count Data* book put out by the Annie E. Casey Foundation.

For a number of outcomes we divided the administrative data by estimates of the 1998 population for the relevant age group. Our 1998 population estimates were obtained from the DC State Data Center and may be somewhat imprecise.[2]

The next five sections provide detailed descriptions of the results of our Needs Assessment for each of the five priority issues.

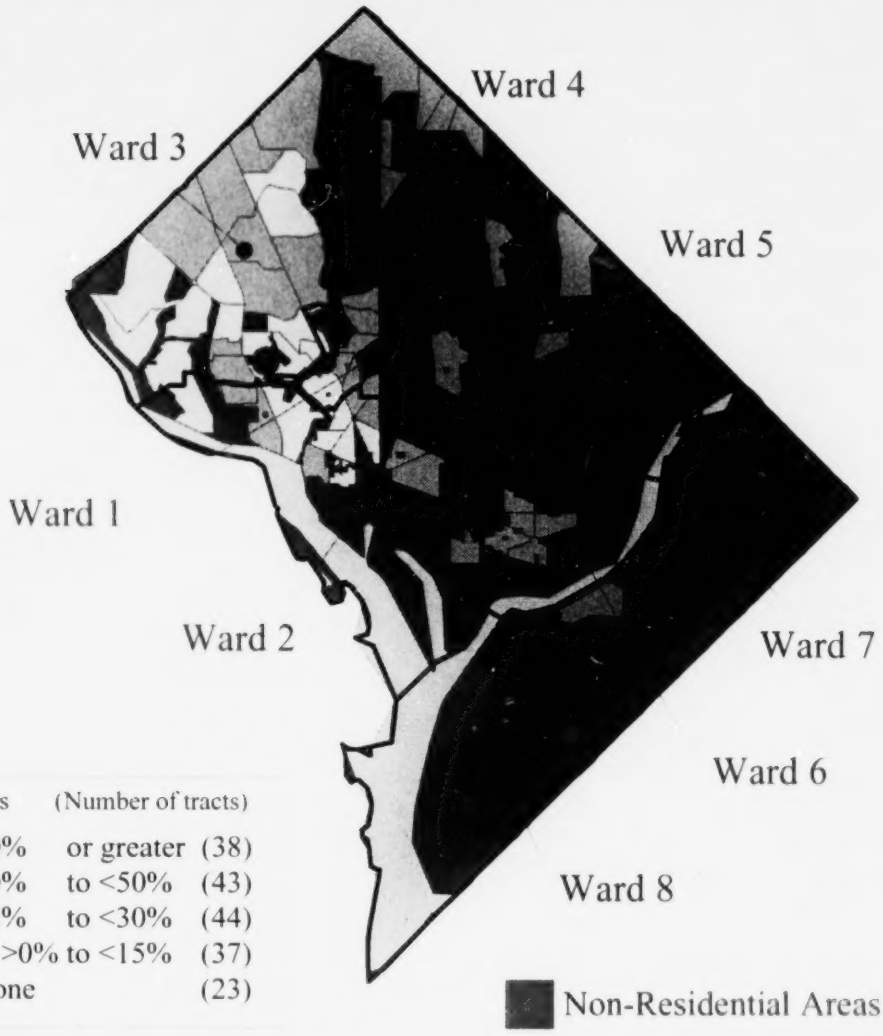
A. Early Childhood Development

The first area of high priority for the Mayor's Office is early childhood development. We measure the need for additional support for early childhood development using three sets of indicators: child poverty, child care waiting lists, and school readiness.

Child Poverty: Our indicator of child poverty is the proportion of children in families receiving cash assistance in 1998.[3] This will not capture all child poverty since many poor families do not receive cash assistance. However it should be highly correlated with actual child poverty. Map II.A.1.a shows that some parts of the city are substantially worse off than other areas based on this indicator of need. In particular, a large number of tracts in Wards 6, 7, and 8 have over 50 percent of their children living in families receiving cash assistance. Wards 1, 2, and 5 also have some tracts with rates over 50 percent while Ward 4 has only one tract in this range and Ward 3 has none.

Child Care Waiting Lists: Another measure of need is unfilled demand for child care services as measured by the child care waiting lists from the provider surveys. In Map II.A.2.a. we show the number of children on the waiting list per population in the area by census tract, based on a 1998 survey of child care providers conducted by UDC (see Appendix E for details). As Map II.A.2.a shows, Ward 3 has two census tracts with more than twice as many children on waiting lists as live in the area. Wards 2, 4, 5, and 6 also have a few such tracts, while Wards 7 and 8 have none. There are a number of possible explanations for this phenomena. First, it is likely that many parents do not sign up for child care unless they feel that they can afford it. This may explain why Wards 7 and 8 have relatively few children on waiting lists. Second, many parents take their children to providers that are either near their place of work or somewhere between their home and work. Thus in Ward 3 it is likely that many of the child care providers are on roads where people commute to and from work (such as Massachusetts and Wisconsin Avenues). Similarly, many providers of child care at work sites are probably located downtown in Ward 2. Third, parents receiving cash assistance are probably doing so in part because they cannot find jobs that pay enough to cover their child care costs. In order to become employed they would need to find affordable care but might not put themselves on waiting lists while they are on cash assistance. For these reasons we suspect that the waiting lists are not, by themselves, good measures of the need for additional child care services for people living in those areas. On the other hand, they probably are a good measure of current willingness to pay for additional services, and for where employed people would like those services to be located. Indeed, it is quite possible that many people living in Wards 7 and 8 are working in Ward 2 and would like to be able to take their children there for child care if it were readily available and affordable.

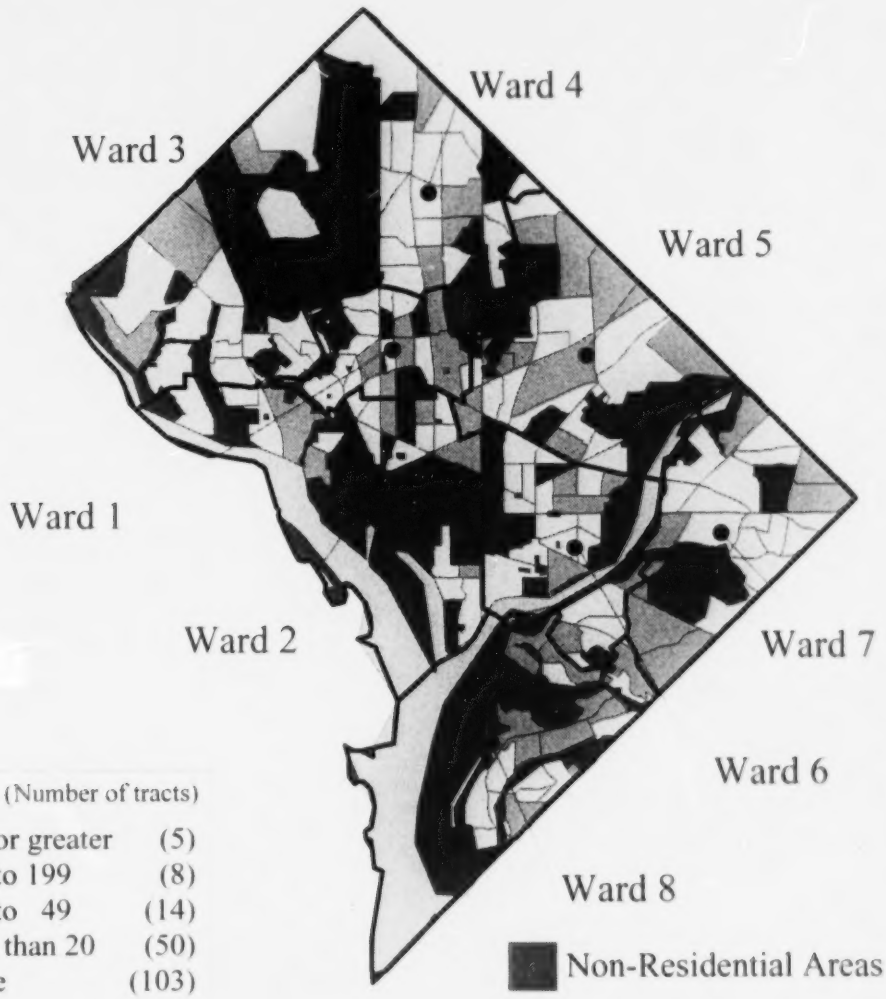
Map II.A.1.a
Percent of Children Age 0-17 in Families Receiving Cash Assistance
by Census Tract in the District of Columbia, 1998



1 inch=2 miles
The Urban Institute

Source: DC Department of Human Services
Capacity and Needs Assessments

Map II.A.2.a
Number of Children on Child Care Waiting Lists* per 100 Population Age 0-4
by Census Tract in the District of Columbia, 1998



Estimated number of kids age 0-4 on provider waiting lists summed across providers. See text for details.

1 inch=2 miles

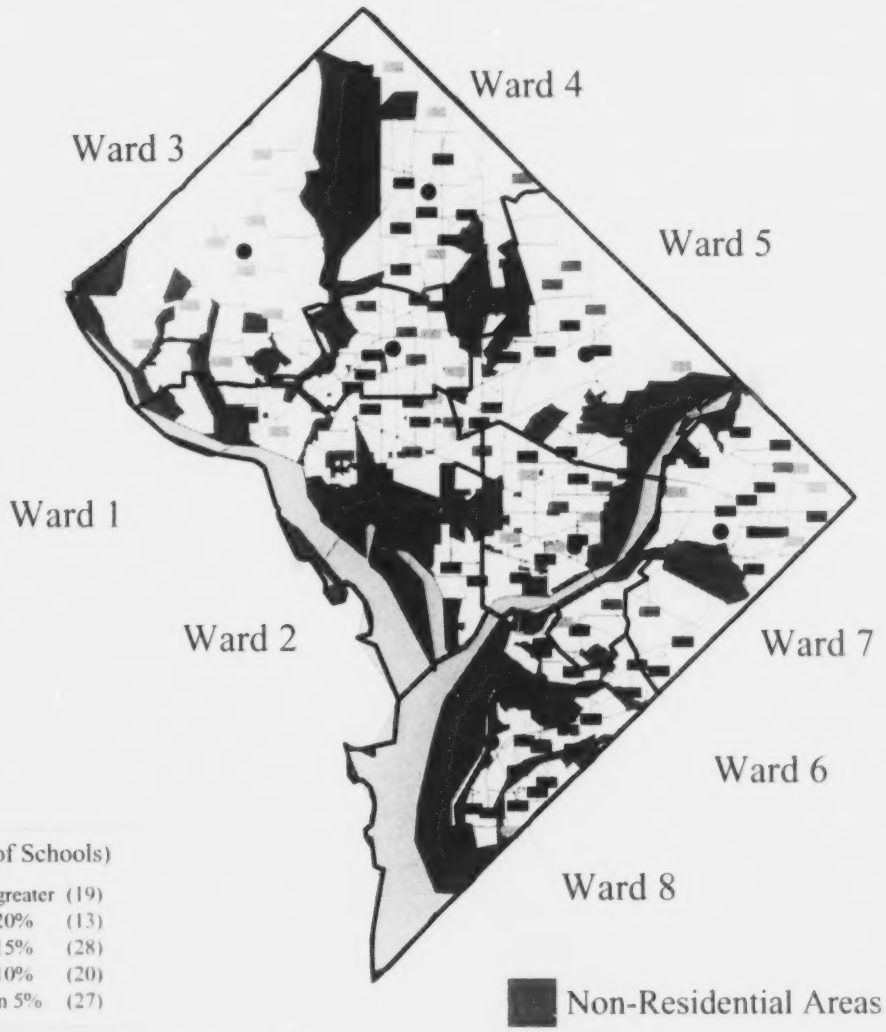
Source: 1998 Survey of Child Care Providers

School Readiness: Our final measure of the need for better Early Childhood Development opportunities comes in the form of 1st grade test scores.

1st grade test scores are probably the most reliable indicator of early childhood development differences across the city as they are administered using the same criteria for all children in public elementary schools in DC. More precisely, we use the proportion of youth who scored "below basic" on the 1st Grade Stanford 9 test administered on a regular basis to children in all schools with 1st grade in DC. Although quite strong, this indicator does have a number of potential weaknesses. First, special education students are excluded from testing. Second, these tests may be culturally biased and therefore underestimate the skills of some groups of children. Third, these tests are administered when the children are in the 1st grade and not when they enter school. Fourth, these tests describe only one dimension of school readiness — academic preparation in reading and math. While these weaknesses should be kept in mind, this indicator still provides a useful description of potential problems in youth development before the students have entered school.

The need for better early childhood development opportunities, based on low test scores, appears greatest in Ward 8 (Southeast DC) and substantial in most other Wards, where high proportions of 1st grade students score below basic. The major exception is Ward 3 (upper Northwest), where relatively few students score below basic. On the other hand, there are also a number of schools east of the Anacostia River and elsewhere which also appear to have reasonably good test scores. More generally the patterns in this map are similar to the patterns in the map for children in families receiving cash assistance.

Map II.A.3.a
Percent of Grade 1 Test Takers Scoring Below Basic on the SAT9
by School* in the District of Columbia, 1998



*Schools Reporting Grade 1 Math and Reading Test Scores, n=106

1 inch=2 miles

Source: 1997-98 District of Columbia School Profiles Capacity and Needs Assessments

B. K-12 Academic Achievement

Most in-school activities focus on improving students' academic achievement. However, if youth do not attend school, or are not paying attention while in school, they are unlikely to benefit from the instruction they receive. One reason youth may drop out, or be distracted while in school, is that they have not been engaged in constructive activities outside of school. Therefore to help youth benefit from their in-school experiences it is important that they be properly cared for outside of school. For many working parents this can be quite difficult, especially if the parents work during the hours when their children are not at school.

To get a better picture of where in DC out-of-school youth services are needed most we used a number of indicators: student standardized test scores, provider waiting lists for services for school-aged youth, dropout rates, the proportions who are Hispanic, and the proportions of students with limited or no English proficiency.

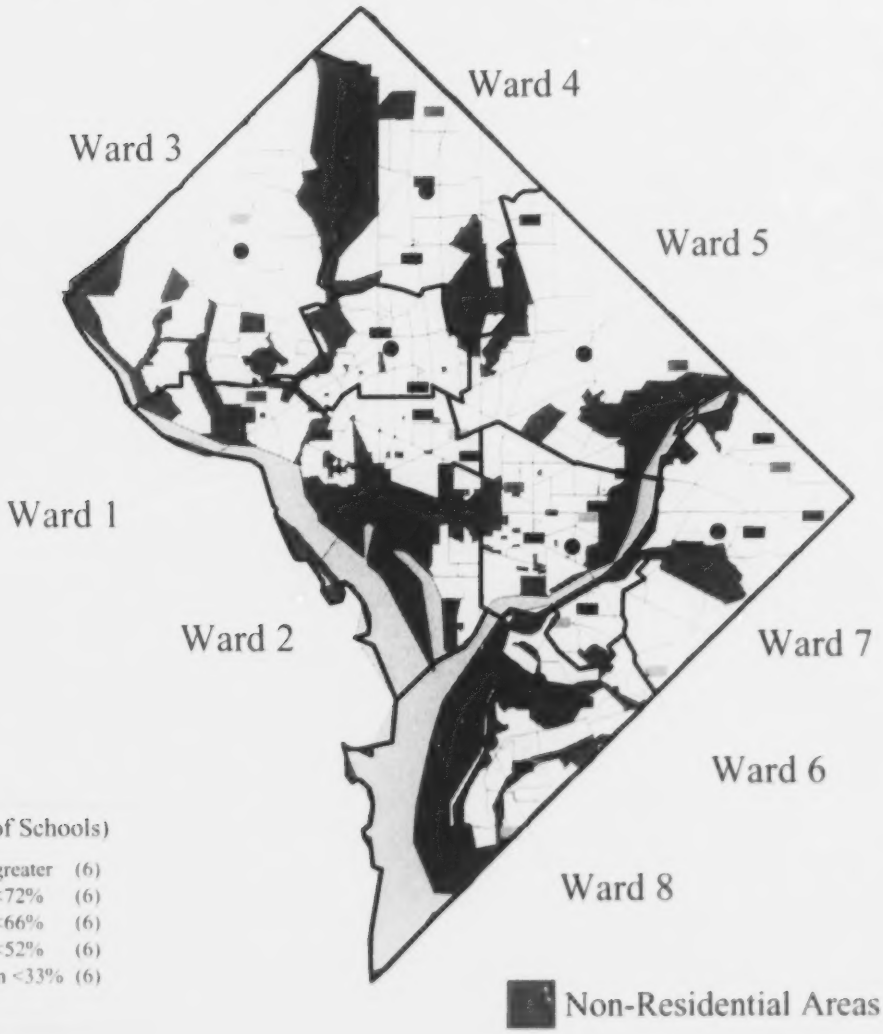
Student Test Scores: The first set of indicators is based on the average of the proportions of students scoring below basic on the Stanford 9 assessments in 7th and 8th grade[4] with separate results for Math and Reading. We use test scores in 7th and 8th grade rather than 12th grade because few students have dropped out by 8th grade. We averaged across the two grades to get a more precise estimate of student achievement. We also present similar numbers for the average of the 4th and 5th grade test scores.

As Maps II.B.1.a and II.B.1.b show, many schools with 7th and 8th graders located east of the Anacostia River (Wards 7 and 8) have over half of their students scoring below basic while less than 1/3 of the students in the school in Ward 3 scored below basic. The other parts of the city are more mixed. In this case, however, there are few schools at these grade levels so it is difficult to get a precise estimate of differences within Wards. There is some variation between the Math and Reading results but the same general patterns hold across the subject areas.

Maps II.B.1.c and II.B.1.d present average test scores for 4th and 5th grade combined. These numbers give a better description of where in the city services are needed than the 7th and 8th grade test scores for two reasons. First, there are more primary schools than middle (or Junior High) schools so we get a more precise estimate of where in the local area to locate services. Second, primary students are more likely to go to a school near their home than Junior High/Middle school students, so the match between a student's home and school communities is stronger in the earlier grades. Once again, we see more than half of students scoring below basic in math in many schools east of the Anacostia River and in the rest of Ward 6 as well in some schools in Wards 1, 2, 4, and 5. All schools in Ward 3 schools have fewer than 22 percent of their students scoring below basic. Few schools in other parts of the city score this high. In reading the patterns are similar.

Waiting Lists for Services for School-Aged Youth: We used data on provider waiting lists from our survey of providers (see Appendix D) to estimate the proportion of youth on waiting lists by census tract. The survey asked each non-school[5] provider how many youth were on their waiting lists. We multiplied this by the proportion of youth in their program aged 5-17 years, summed within the census tract, and divided by the estimated population, aged 5-17 years. Presumably this is an underestimate because many programs did not respond to our survey.

Map II.B.1.a
Percent of Grade 7-8 Math Test Takers Scoring Below Basic on the SAT9
by School* in the District of Columbia, 1998

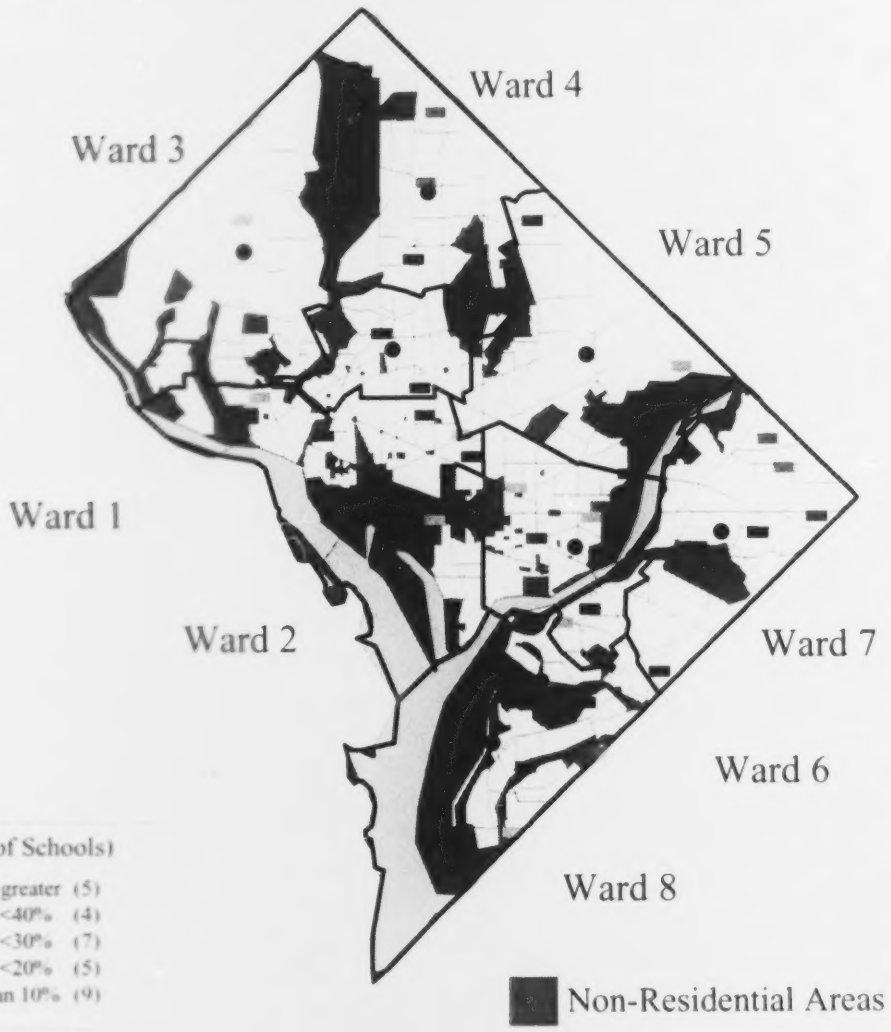


*Schools Reporting Grades 7 and 8 Math Test Scores, n=30

1 inch=2 miles

Source: 1997-98 District of Columbia School Profiles Capacity and Needs Assessments

Map II.B.1.b
Percent of Grade 7-8 Reading Test Takers Scoring Below Basic on the SAT9
by School* in the District of Columbia, 1998

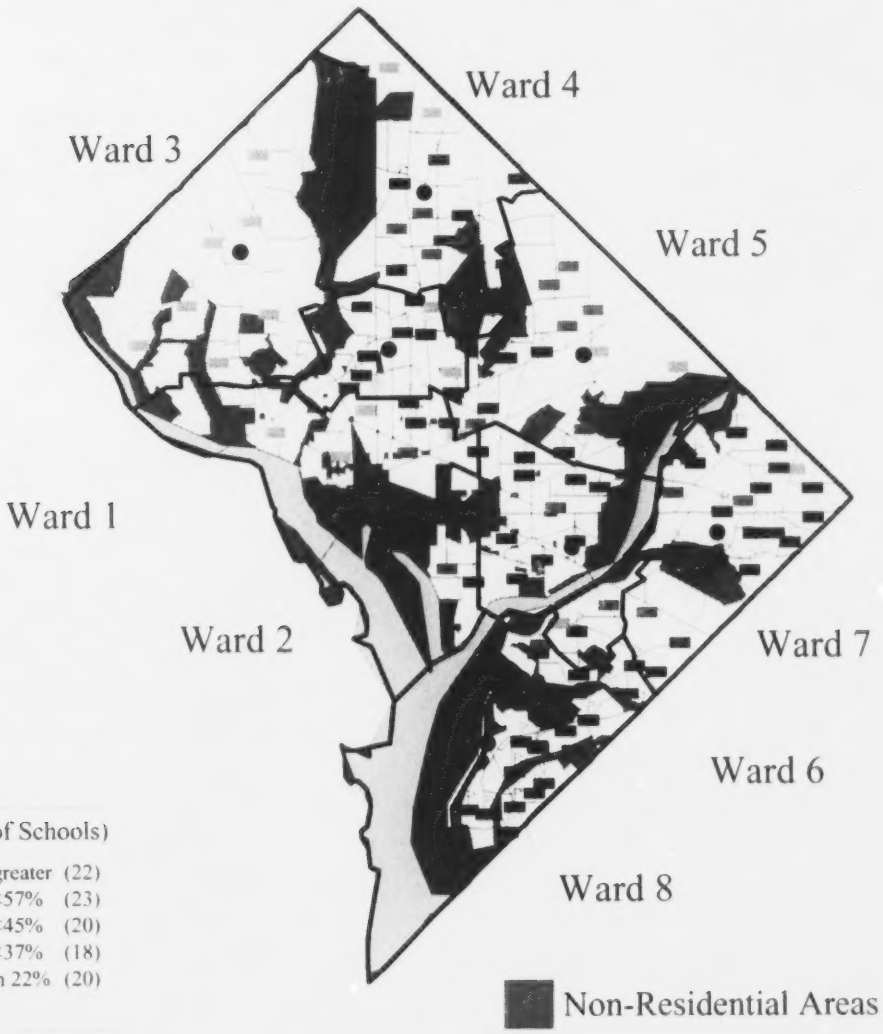


*Schools Reporting Grades 7 and 8 Reading Test Scores, n=30

1 inch=2 miles

Source: 1997-98 District of Columbia School Profiles

Map II.B.1.c
Percent of Grade 4-5 Math Test Takers Scoring Below Basic on the SAT9
by School* in the District of Columbia, 1998

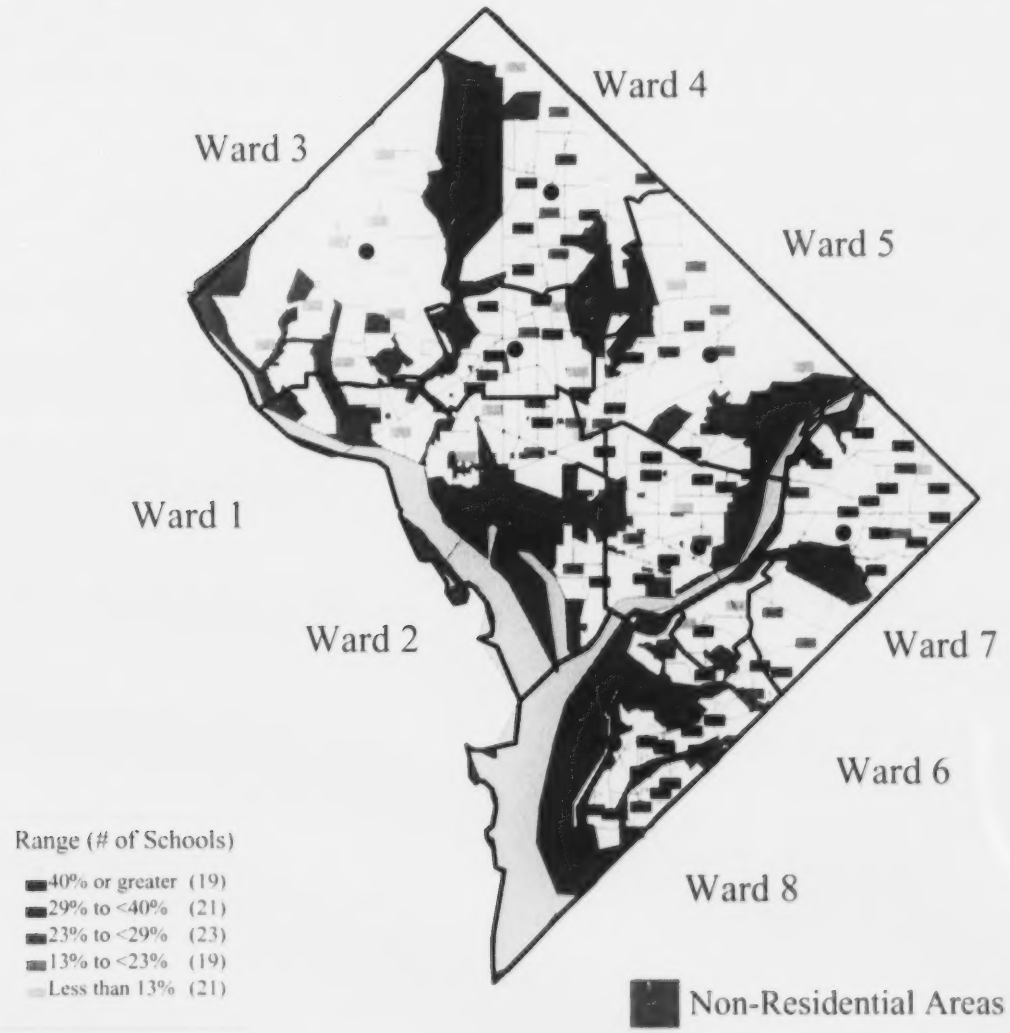


*Schools Reporting Grades 4 and 5 Math Test Scores, n=102

1 inch=2 miles

Source: 1997-98 District of Columbia School Profiles Capacity and Needs Assessments

Map II.B.1.d
Percent of Grade 4-5 Reading Test Takers Scoring Below Basic on the SAT9
by School* in the District of Columbia, 1998

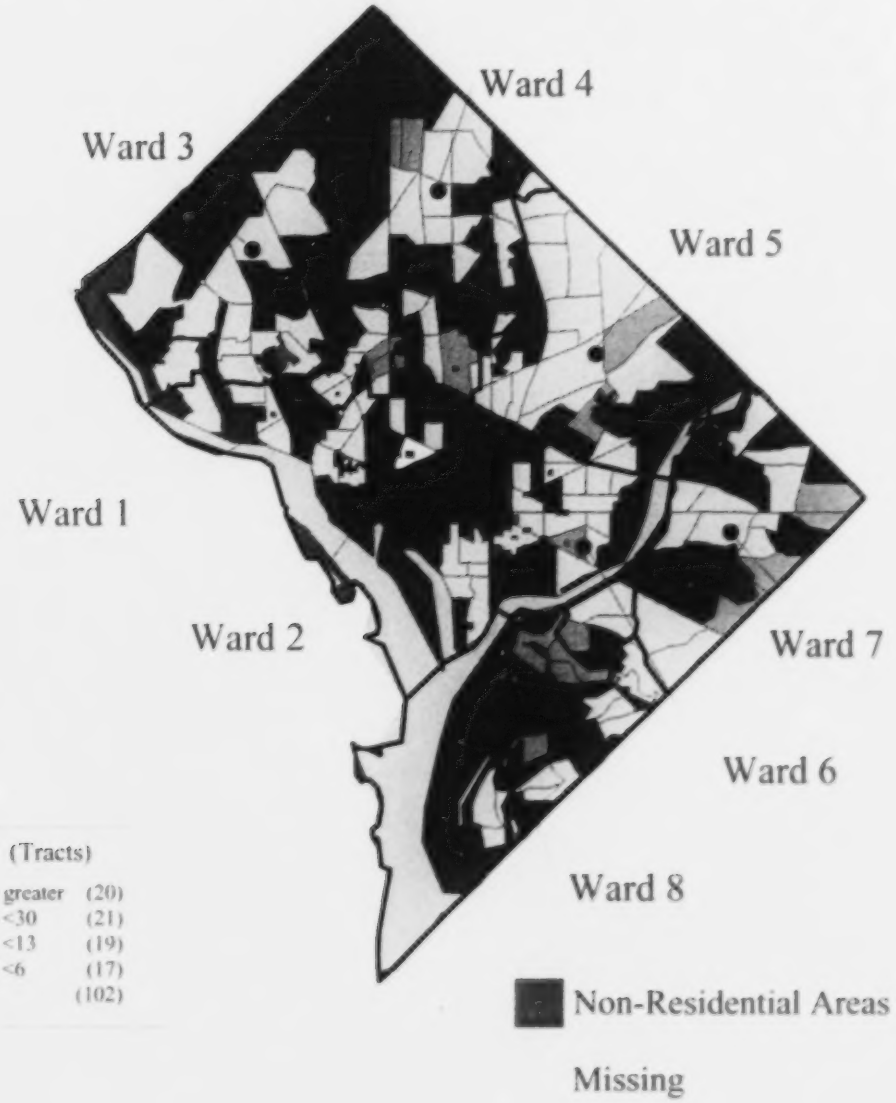


* Schools Reporting Grades 4 and 5 Reading Test Scores, n=103

1 inch=2 miles

Source: 1997-98 District of Columbia School Profiles Capacity and Needs Assessments

Map II.B.2.a
Number of Youth on Provider Waiting Lists* per 100 Population Age 5-17
by Census Tract in the District of Columbia, 1999



*Number of youth on provider waiting lists summed across all providers. See text for details.

1 inch=2 miles

Source: DC Out-of-School Activities Survey

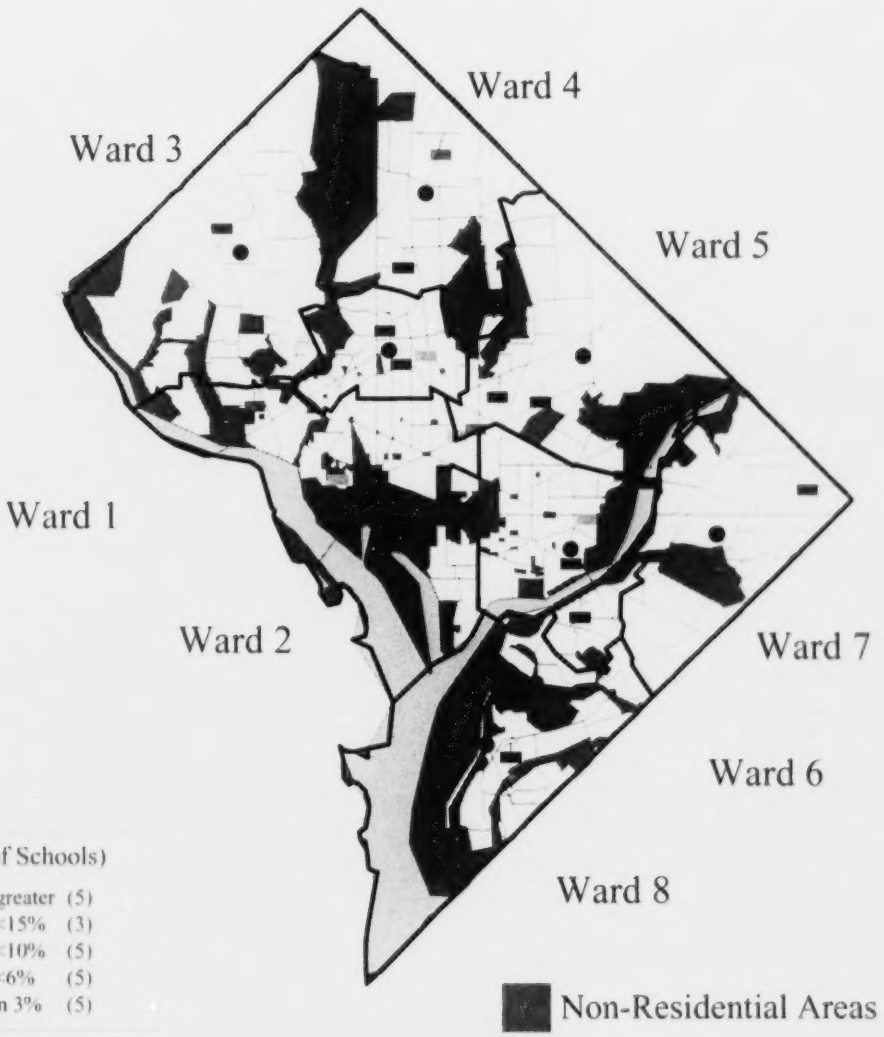
We use the waiting lists because they provide an estimate of how many more youth would be likely to use current services if availability were increased at current prices. Clearly some youth will not be on the waiting lists because they cannot afford the cost of these services. In addition many youth (and/or their parents or guardians) may not be interested in the types of services currently available but might seek to enroll if different services were offered.

The pattern shown in Map II.B.2.a is similar to that seen for the child care waiting lists in Map II.A.2.a. There are a number of tracts with very large waiting lists, given their population, in Wards 2 and 3 and few in Wards 7 and 8. Thus it appears again that the lists may be reflecting the fact that parents do not put their children on waiting lists unless they feel they can afford the care. In addition it is possible that providers in other parts of the city simply do not keep waiting lists for their services. It seems less likely that parents are taking their children, age 5-17, to work for child care since most of these youth are in school. On the other hand, our survey was conducted in the summer when school is out of session. Finally it is quite possible that there is a lack of interest in the types of services currently being provided. This would suggest that providers may need to change the types of services offered and/or improve the attractiveness.

One tract in Map II.B.2.a is shown with a missing value. This tract had a population estimate that was less than 20 for 5-17 year olds. In subsequent maps by census tract using the estimated population numbers in the denominator we generally omit tracts with estimated population numbers below 20 because we are concerned that estimated rates in these areas are imprecise.

Dropout Rates: An alternative measure of academic achievement is the rate at which students drop out of high school. This measure should be indicative of some behavioral problems not captured by test scores. However, as with test scores the dropout rate also has weaknesses. First, the treatment of students, in terms of grading and discipline, probably differs across schools and this may affect who drops out. Second, some youth will switch schools from one year to the next so that dropout rates may reflect experiences from other schools. Third, it is often difficult to know whether a student dropped out after they left a school, especially if they left the District altogether. These dropout rate estimates were provided by the DC Department of Education using data from their Student Information System (SIS), which is verified by the local schools (see Appendix F for details).

Map II.B.3.a
High School Dropout Rates
by School* in the District of Columbia, 1995-96



*High Schools Reporting Dropout Rates, n=23. See text for detailed definition.

1 inch=2 miles Source: DC Public Schools, Office of Educational Accountability

This measure shows marked differences across schools. In Map II.B.3.a we can see that the three high schools east of the Anacostia River all have fairly high dropout rates (over 6 percent). In addition it appears that the high school in Northwest (Wilson) also has a substantial dropout rate (8 percent). The picture is more mixed in other parts of the city. It should be kept in mind, however, that these results give us little indication of where there is a lack of extracurricular activities for youth since so many youth attend high school far from where they live.

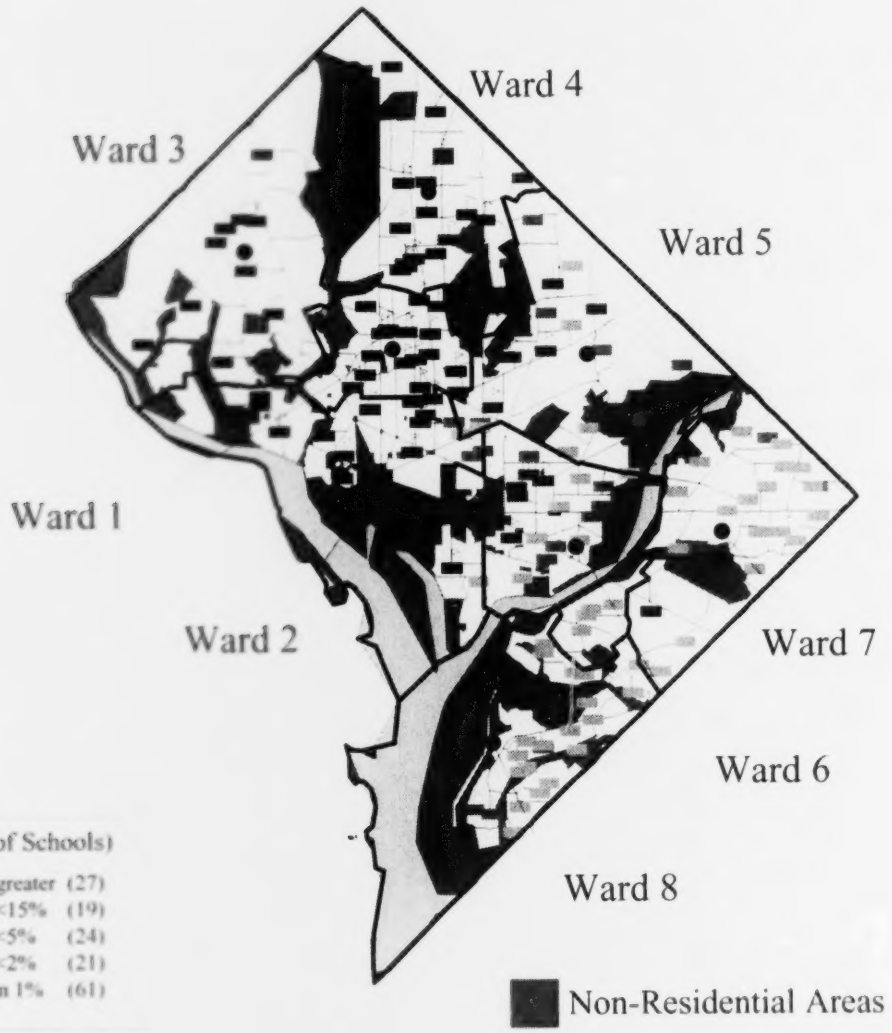
Non-English Language: To measure possible limited English proficiency we used the proportion of students who are categorized as Hispanic by school. As can be seen in Map II.B.4.a there are large numbers of schools in Wards 1, 4, and 3 with high proportions (over 15 percent) of Hispanic students, while Wards 7 and 8 have very few Hispanic students.

This map ignores two important issues. First it is quite possible that the Hispanic population speaks English well and is therefore not in need of additional instructional services. Second, while students in Wards 7 and 8 may not be Hispanic, many do have language problems based on their reading test scores (see Map II.B.1.b).

A more precise measure of English proficiency is the proportion of students at the school who are reported to have limited or no English proficiency (LEP/NEP). As Map II.B.4.b shows, no schools east of the Anacostia River have more than 2 percent of their students LEP/NEP. In contrast most schools in Wards 2, 3, and 4 have more than 2 percent of their students LEP/NEP, and many have rates over 10 percent. The picture is mixed in Wards 5 and 6, where a few schools have rates over 2 percent.

While the data from schools are important, it should be kept in mind that many youth attend schools outside of their home neighborhoods, especially in the higher grades. Therefore these maps may not be indicative of where the students live. Some schools will probably attract large fractions of high-achieving students from outside the local area (i.e., Wilson, Banneker, etc.) while others will end up with more low-achieving students from outside the local area (i.e., DC Academy).

Map II.B.4.a
Percent of Enrolled Students Who Are Hispanic
by School in the District of Columbia, 1997-98



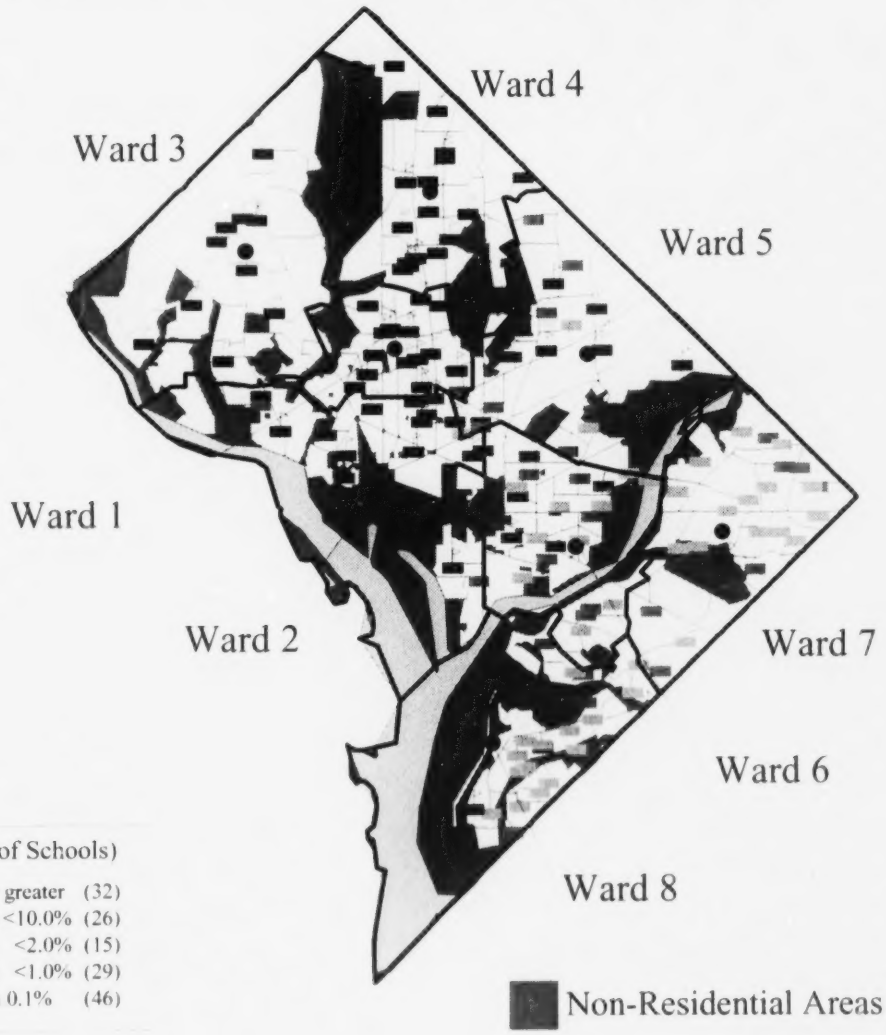
*DC Schools Reporting Student Population, n=152

1 inch=2 miles

The Urban Institute

Source: 1997-98 District of Columbia School Profiles Capacity and Needs Assessments

Map II.B.4.b
Percent of Enrolled Students with Limited or No English Proficiency
by School* in the District of Columbia, 1997-98



*Schools Reporting % of Students with Limited or No English Proficiency

1 inch=2 miles

Source: 1997-98 District of Columbia School Profiles Capacity and Needs Assessments

C. Post-School Success

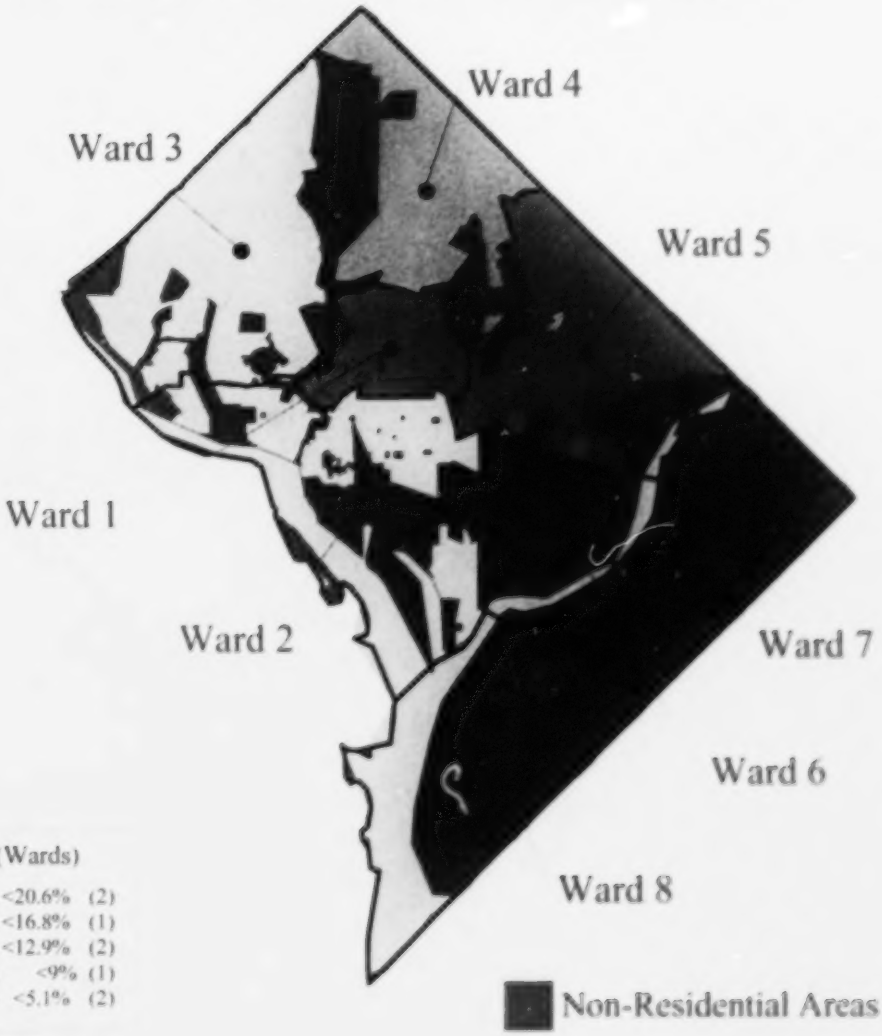
A major long-run goal of out-of-school services for youth is to improve their post-school outcomes. We have three measures of post-school success: the proportion of all 16-19 year olds who are high school dropouts and not employed, the proportion of all 16-19 year olds who are dropouts, and 9th grade test scores.

Youth who have dropped out of high school and are not employed have a very high incarceration rate. In addition, even if they do become employed they are likely to hold very low wage jobs and, therefore, to have difficulty supporting themselves and their dependents. For this reason, having a high concentration of youth in this situation in a given area is cause for concern. In Map II.C.1.a we see that the proportion of youth who are dropouts and not employed is large in Wards 6, 7, and 8; smaller in Wards 1, 4, and 5; and smallest in Wards 2 and 3.

Even if a high school dropout is employed, they are likely to experience difficulties finding a good job. Therefore Map II.C.2.a shows the proportion of youth who are dropouts, including those who are employed. Not surprisingly the numbers are quite similar to those in the previous map.

One final measure of the preparation of DC youth for later success is their 9th grade test scores — similar to their 7th-8th grade test scores shown above. We use 9th grade test scores instead of 12th grade scores because many students have dropped out of school by 12th grade. Map II.C.3.a shows that 9th grade test scores also vary across the city. However it should be kept in mind that students are much more likely to leave their home neighborhood to attend high school than when they are in elementary or middle school. Therefore the 9th grade test scores are probably less reliable indicators of where youth who need more youth activities live than test scores from earlier grades.

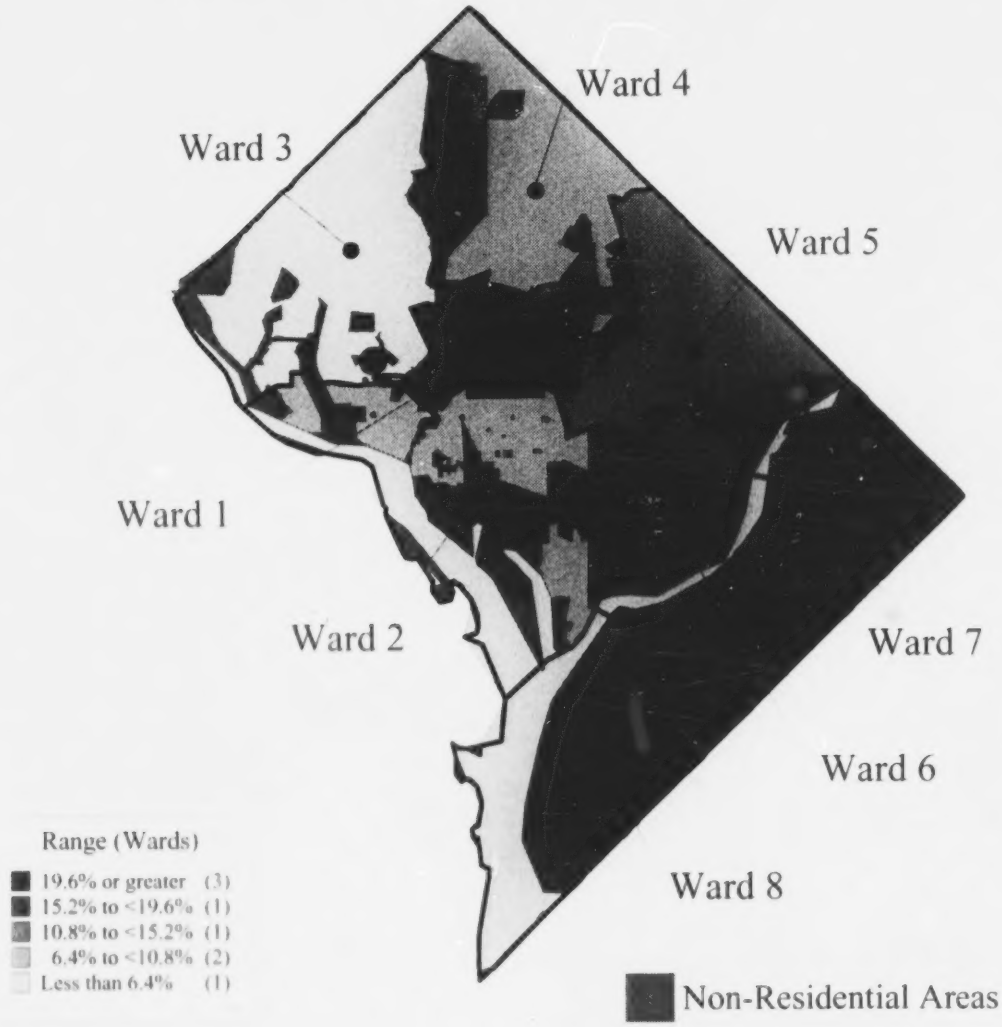
Map II.C.1.a
Percent of 16-19 Year Olds Who Are School Dropouts and Not Employed
by Ward in the District of Columbia, 1990



1 inch=2 miles

Source: 1990 U.S. Census

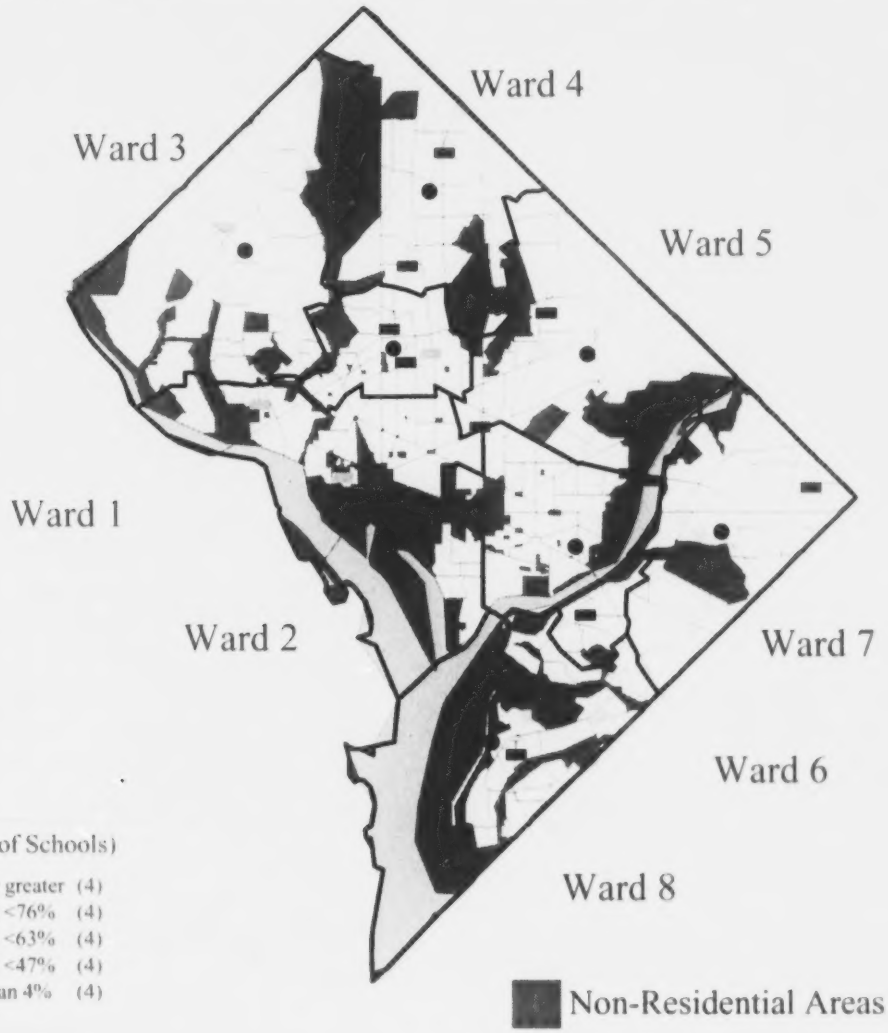
Map II.C.2.a
Percent of 16-19 Year Olds Who Are School Dropouts
by Ward in the District of Columbia, 1990



1 inch=2 miles

Source: 1990 U.S. Census

Map II.C.3.a
Percent of Grade 9 Test Takers Scoring Below Basic on the SAT9
by School* in the District of Columbia, 1998



*Schools Reporting Grade 9 Math and Reading Test Scores, n=20

1 inch=2 miles

Source: 1997-98 District of Columbia School Profiles

D. Health and Well-Being

While academic and economic success are important we are also concerned about the physical and family health of DC youth. These concepts are difficult to measure. For instance physical health has many dimensions and family health means very different things to different people. We readily acknowledge that our measures are neither complete nor precise. Nevertheless, we believe that the indicators presented below do provide valuable insights for determining resource allocation decisions.

1. Physical Health

To measure physical health we looked at death rates, infant mortality, and low birth-weights. These indicators represent fairly extreme cases of bad health. In addition they are likely to be correlated with less severe but more widespread problems, such as days with impaired performance and days not able to attend school/work because of sickness.

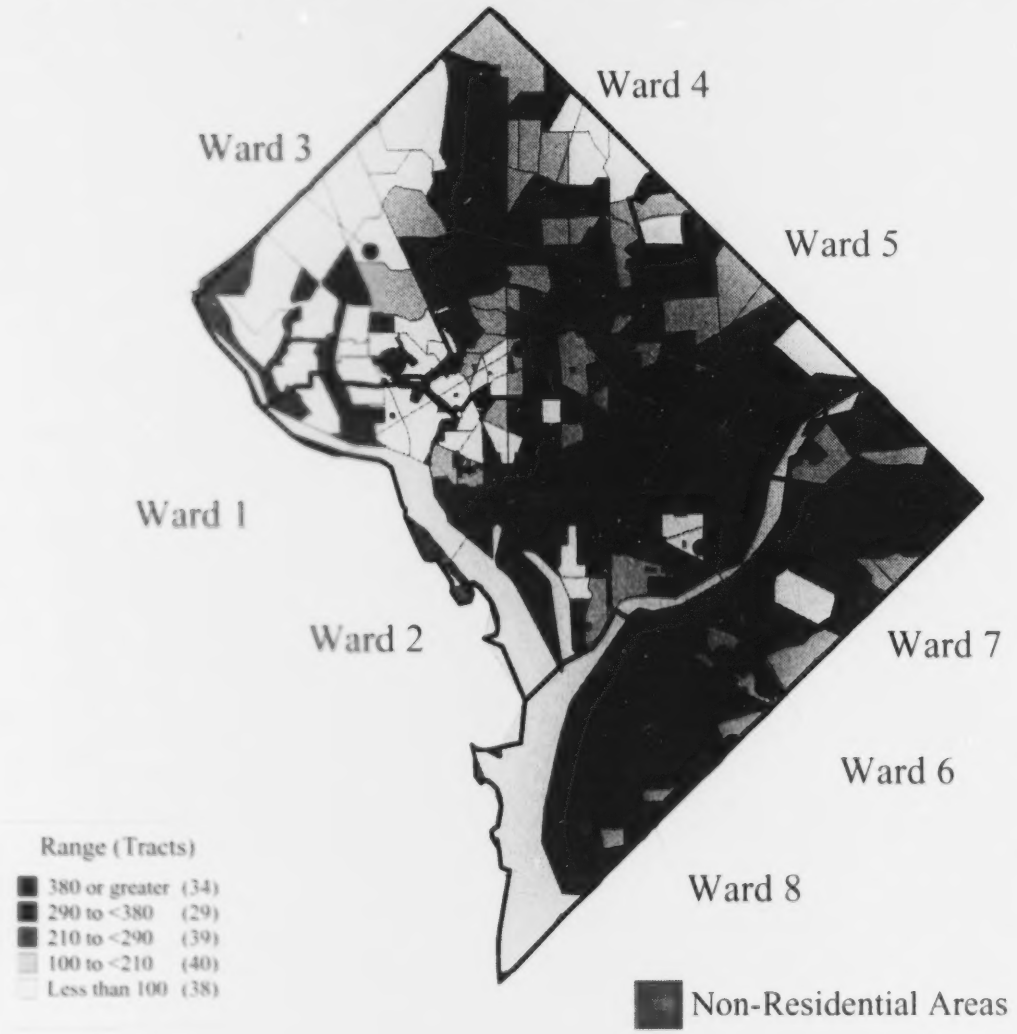
Map II.D.1.a shows annual death rates per 100,000 youth age 0-17 from 1990-1996 by census tract. Tracts with estimated rates over 5,000 were set to missing (most had low population estimates). As with many of the other indicators it appears that death rates are quite high in many tracts in Wards 6, 7, and 8 (over 380 per 100,000 population). In addition a number of tracts in Wards 1, 2, 4, and 5 have high death rates. Even Ward 3, which primarily has tracts with rates under 100 per 100,000, has a few tracts with rates over 210 per 100,000.

Variation in death rates in Map II.D.1.a may be driven to a large degree by variation in infant mortality rates, which are generally much higher than for the other ages, and by the age distribution of the population. Map II.D.1.b shows infant mortality rates. Ward 3 has no tract with a rate over 1,800 per 100,000 but such rates are common in the rest of the city.

Map II.D.1.c shows the percent of children with low birth-weights (<2,500g) among "single births" (not as twins or triplets, etc.) and non-premature births.[6] These patterns reveal that low birth-weight babies are most common outside of Ward 3 and concentrations appear heaviest in Wards 5, 6, 7, and 8.

For Maps II.D.1.b and II.D.1.c, we had data on the full population of births and used the average across all years for which we had data. Therefore there are no tracts with missing data in these maps. However, some of the tracts with 0 deaths or 0 low-weight births may have also had 0 births.

Map II.D.1.a
Annual Deaths of Individuals Age 0-17 per 100,000 Population
by Census Tract in the District of Columbia, 1990-96



1 inch = 2 miles
The Urban Institute

Sources: DC State Data Center for Health Statistics
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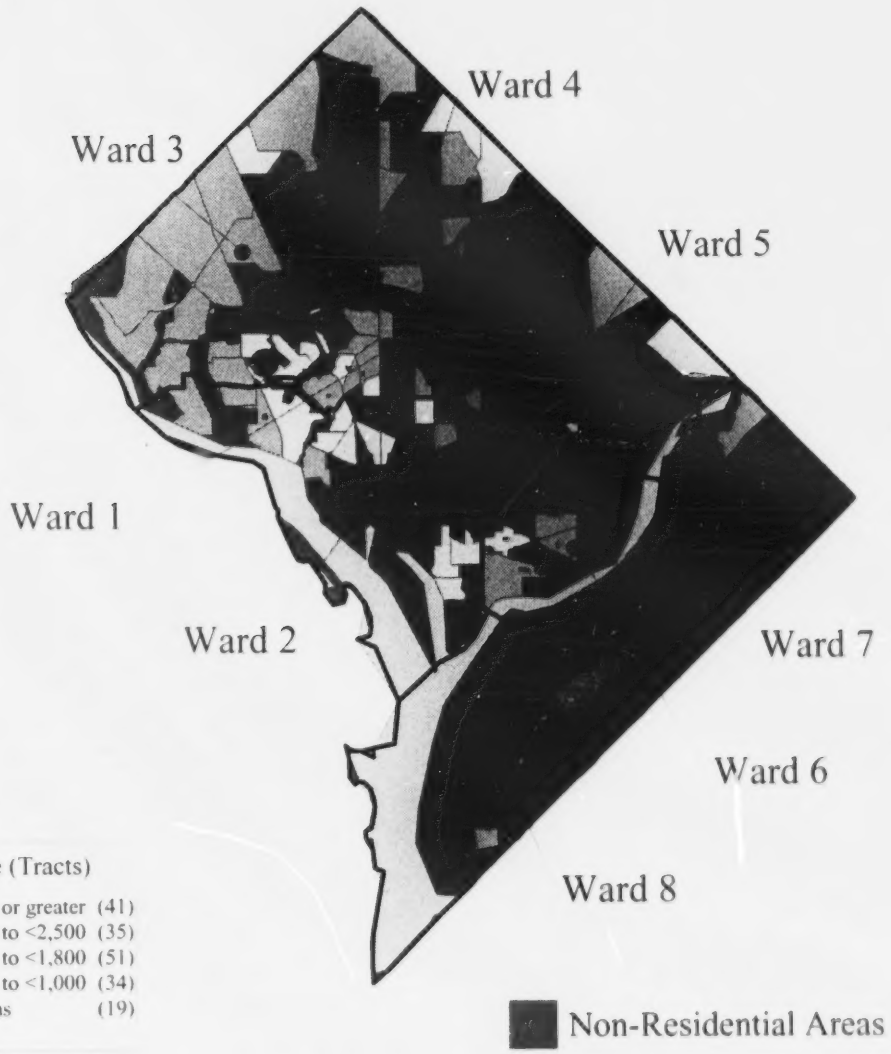
Capacity and Needs Assessments

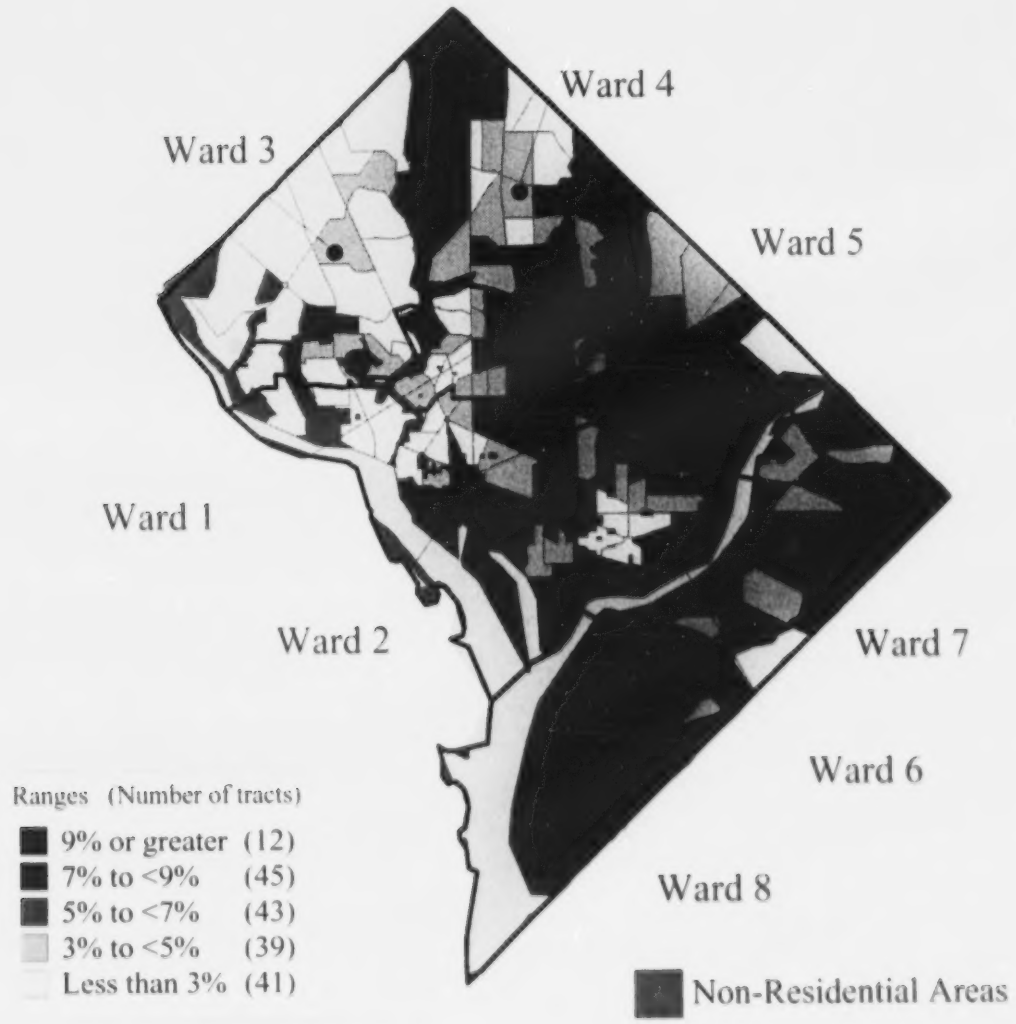
Map II.D.1.b
Infant Deaths per 100,000 Births
in the District of Columbia, 1990-96



1 inch=2 miles

Source: DC State Center for Health Statistics

Map II.D.1.c
Percent of Children with Low Birth-weights (<2,500 g)*
by Census Tract in the District of Columbia, 1990-96



*Universe = Non-premature single births (i.e., not twins, triplets, etc.)
Data were not available for 1994.

1 inch=2 miles

Source: DC State Center for Health Statistics

2. Family Health

Our measures of family health are designed to capture factors that might affect the psychological development of children. They include:

- Children in families with substantiated neglect cases,
- Children in families with any child in protective custody, and
- Teenage birthrates.

The first two measures are based on expert assessment suggesting very poor home environments. Presumably the true levels of poor home environments are far higher than shown in these data, as these are only the cases that have been identified by outsiders.

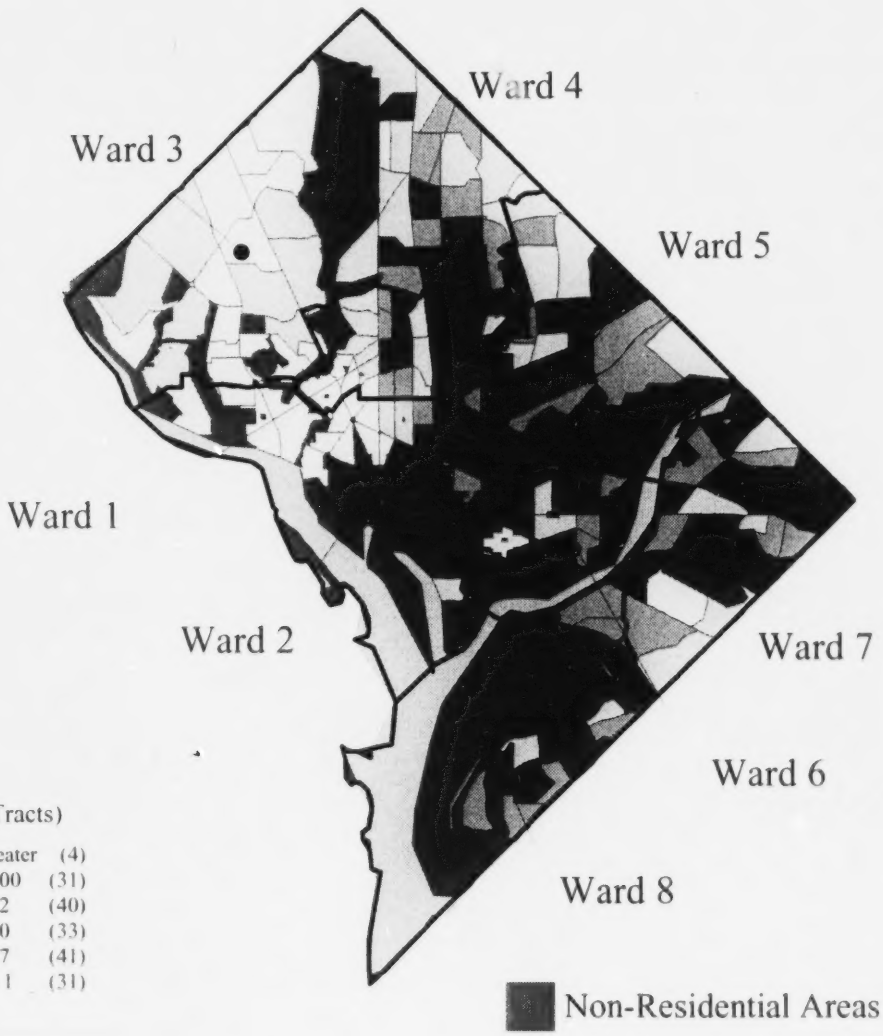
Map II.D.2.a shows children in families with cases of substantiated neglect. Ward 3 appears to be doing well, while Wards 6, 7, and 8 are having great difficulties. The situations in Wards 2, 4, and 5 vary. Ward 2 is shown with three tracts with very high rates of these problems (over 200 per 1,000 girls age 1-17). We suspect that this is largely because of small estimated populations in these tracts.

Map II.D.2.b shows children in cases in protective custody as of February 1999. We calculated the proportion of children living in families where any child is in protective custody. The patterns in these data are similar to those for child neglect. The patterns suggest fairly severe problems in Wards 6, 7, and 8; some problems in Wards 4 and 5; and few in Ward 3. Rates over 13 percent were found only for tracts with fewer than 20 people in the population and are set to missing.

For both Maps II.D.2.a and II.D.2.b we have data on the number of families with cases and not on the number of children in cases. However we do know the number of children in these families and used these numbers to create the maps. Consequently not all of the children in these maps have experienced abuse or neglect. However, the children mapped are in families with cases and are therefore probably living in stressful environments even if they have not suffered directly.

Map II.D.2.c shows teenage birthrates. Having a baby as a teenager need not be dangerous to the physical health of the child, especially for the older teenagers, but teen births are associated with low birth-weights and a lack of prenatal care. In addition, in many cases the teenage parents will not be well prepared emotionally or financially to care for their child. For this reason, teenage childbearing is generally seen as a risk factor for both young mothers and their children. In addition, the teenage parents themselves are likely to experience great difficulty in finishing their education and obtaining good careers because of the extra time and resources needed to care for their children. As Map II.D.2.c shows, teenage childbearing is most common in Wards 6, 7, and 8. Wards 1, 2, 4, and 5 also have some tracts with high levels of teenage births. In contrast few teenage girls in Ward 3 are giving birth.

Map II.D.2.a
Neglected Children per 1,000 Population Age 0-17
by Census Tract in the District of Columbia, 1997



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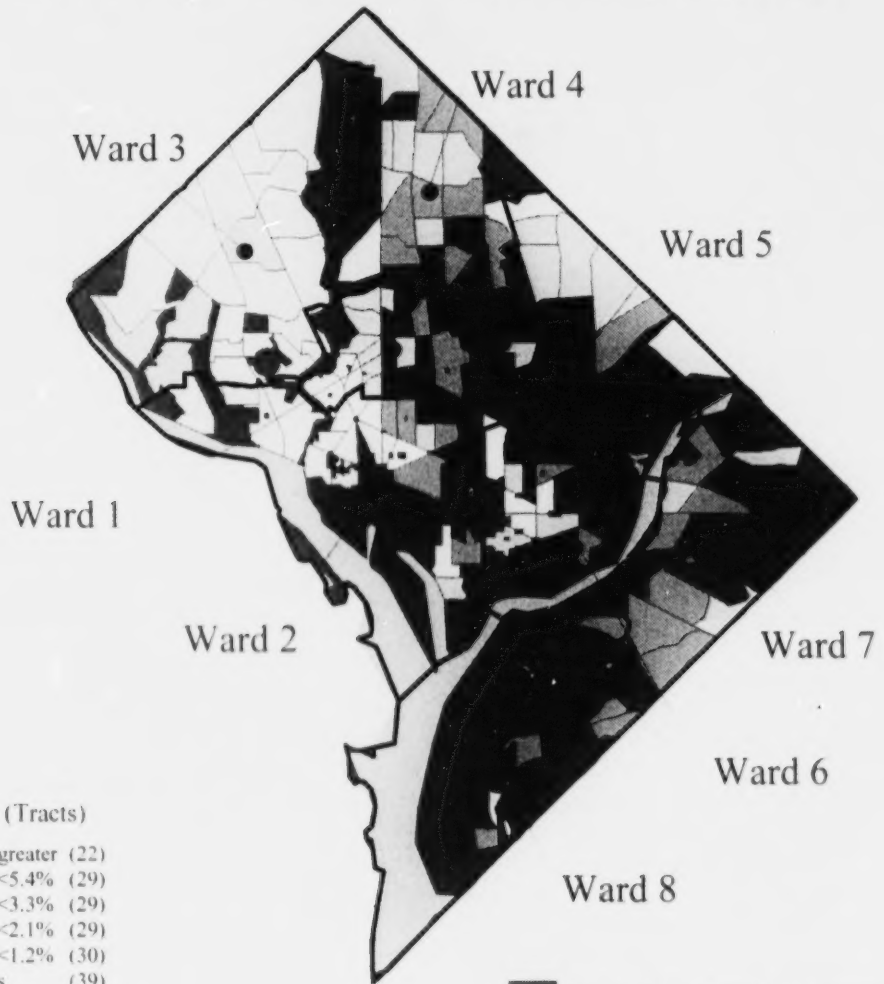
Source: Child and Family Services
Capacity and Needs Assessments

Map II.D.2.b
Percent of Children (Age 0-17) in Families with Any Children in Protective Custody
by Census Tract in the District of Columbia, 1999



1 inch=2 miles

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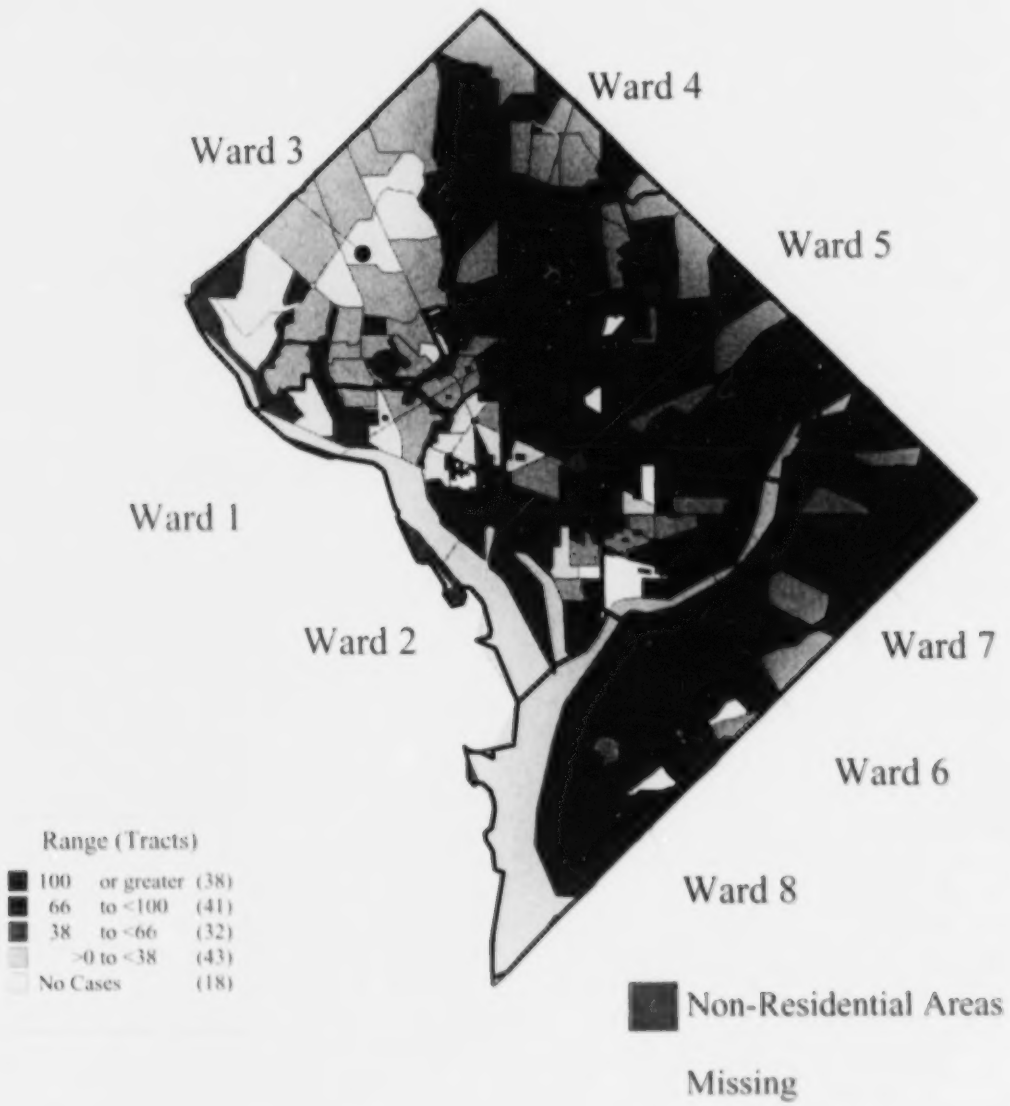
Sources: FOCUS system of Child & Family Services,
DC State Data Center

Map II.D.2.c
Annual Births to Girls per 1,000 Females, Age 14-17
by Census Tract in the District of Columbia, 1990-1996



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Sources: DC State Data Center for Health Statistics
33 Assessment of Youth Needs and Services

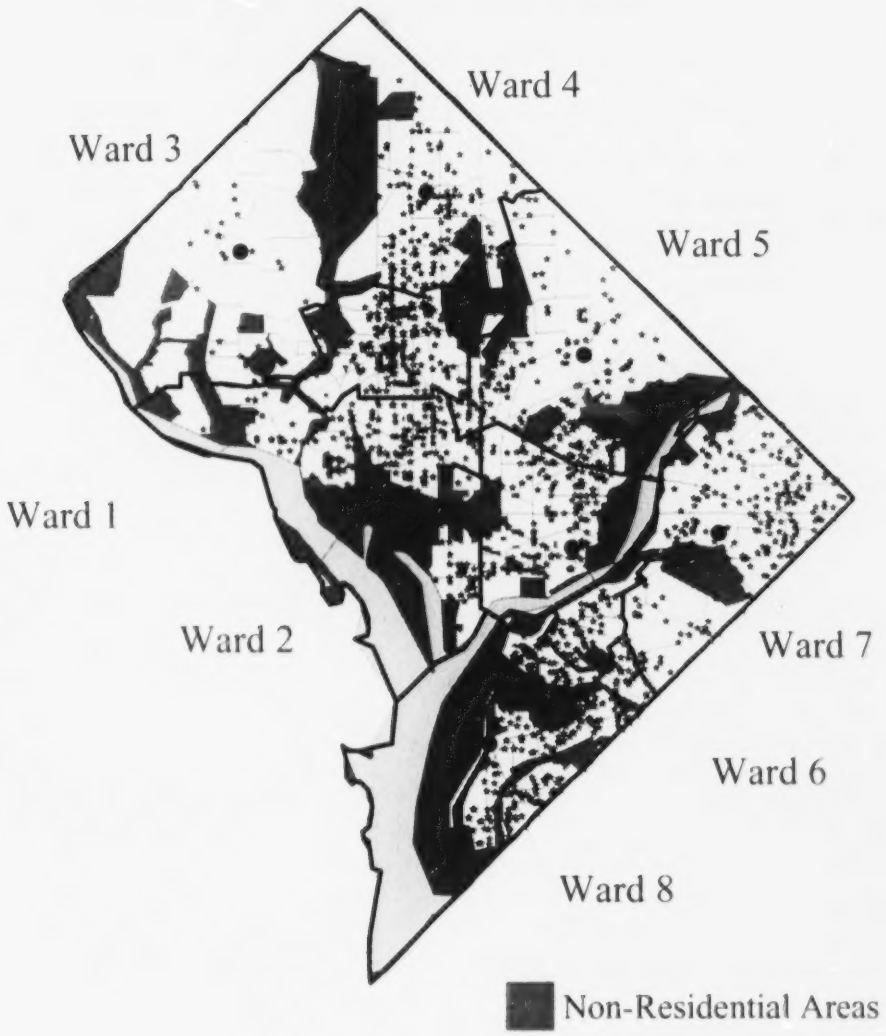
E. Crime and Victimization

A final set of indicators measures environmental stress that affects the health and well-being of the youth both directly (as victims of crime) and indirectly, as businesses and more successful families move out of neighborhoods because they are worried about becoming victims of crimes. As these sources of neighborhood strength leave, the community may deteriorate further and thereby lower the resources available to help promote positive youth development. Increasing the availability of youth activities in stressed neighborhoods may therefore help youth both directly and indirectly to improve youth outcomes. We have a number of sets of indicators of crime and victimization: youth victimization, perceived safety, and youth crime.

In Map II.E.1.a and Charts II.E.2.a and II.E.2.b, we present data from the DC Metropolitan Police Department's offense database. Map II.E.1.a shows where youth (age 1-24)[8] were victims of violent crimes in 1998. We notice that victimization clusters in neighborhoods within seven of the eight wards, excluding Ward 3. These clusters cross ward and Tract boundaries, as do many of the neighborhoods. Four clusters stand out in Map II.E.1.a. Cluster A (the middle of Ward 1 and the areas north and south of that) contains the Petworth, Columbia Heights, Cardozo, and Shaw/Logan neighborhoods. This is the identifiable cluster in the middle of the map. Cluster B straddles the border between Wards 5 and 6 and contains the Kingsman Park, Trinidad, Ivy City, and Kingsman neighborhoods. Cluster C (the eastern tip of Ward 7) contains the Marshall Heights and Lincoln Heights neighborhoods. Cluster D (southeast of the river) contains the Anacostia, Congress Heights, and Washington Highland neighborhoods.

Youth violence also has temporal patterns which have recently emerged as a critical link to understanding patterns of juvenile violence.[9] Indeed the DC government is considering imposing curfews on youth. We show the temporal patterns of youth victimizations in Charts II.E.2.a and II.E.2.b for youth age 1-17. In Chart II.E.2.a we define the school year "commute" as the period immediately following school closing (Monday-Friday), more specifically when children are commuting or transitioning from school to home or other after-school activities. Perhaps surprisingly, the rate during the commute (over 0.30 victimizations per hour) was more than six times that of the proposed weekday curfew period (around 0.05), more than three times that of the proposed weekend curfew (around 0.10), and more than twice that of any other period in Chart II.E.2.a. Within the school year commute period, youth victimization was highest during the 3 p.m. hour — the one-hour period immediately after the end of the school day (see Chart II.E.2.c in Appendix C). This one-hour period and the other two within the commute category are the three riskiest hours for youth during the school year (at least during 1998).

Map II.E.1.a
Locations of Violent Crime Reports Involving Victims Age 1-24
in the District of Columbia, 1998



1 inch=2 miles
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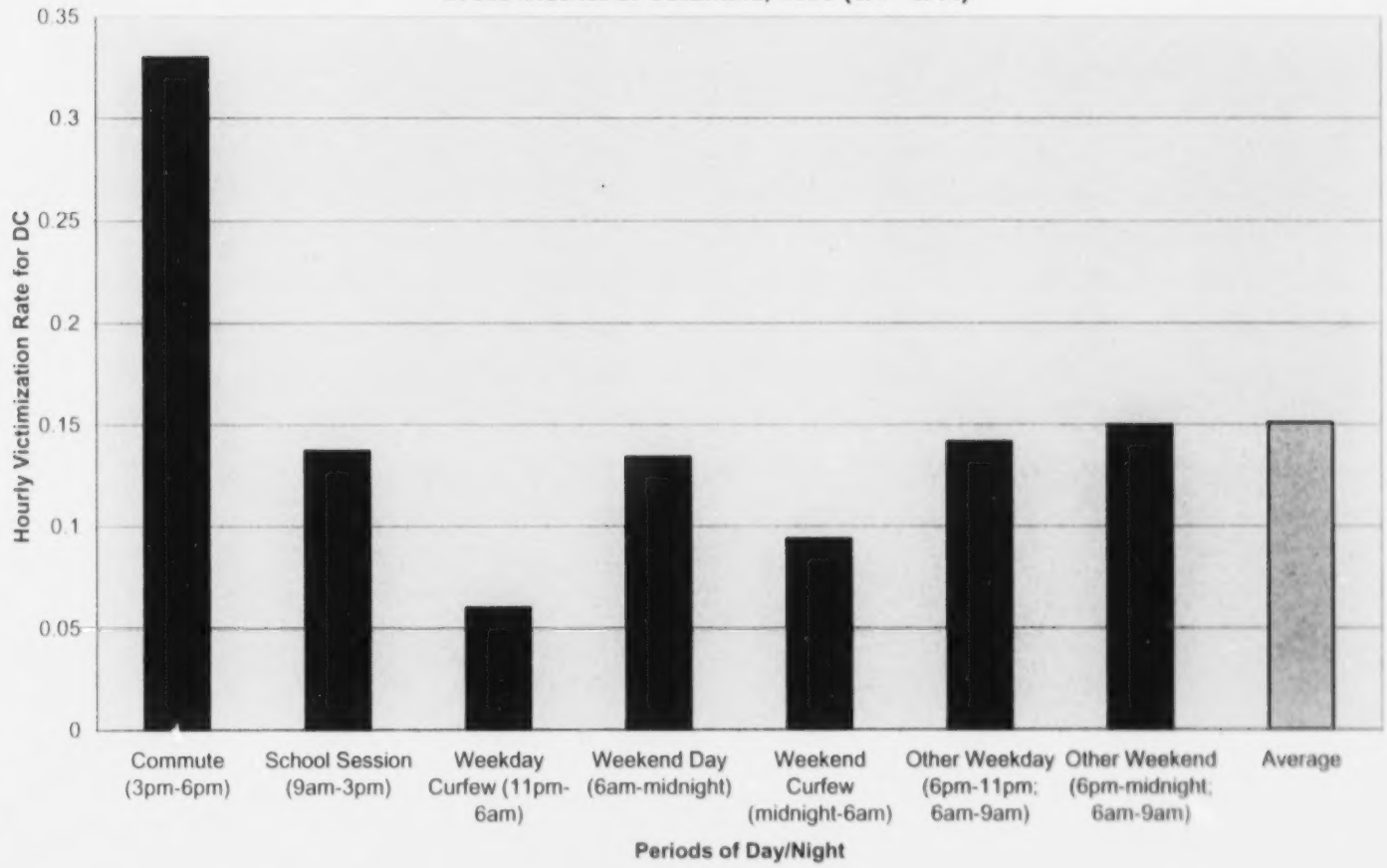
Source: Metropolitan Police of DC
Capacity and Needs Assessments

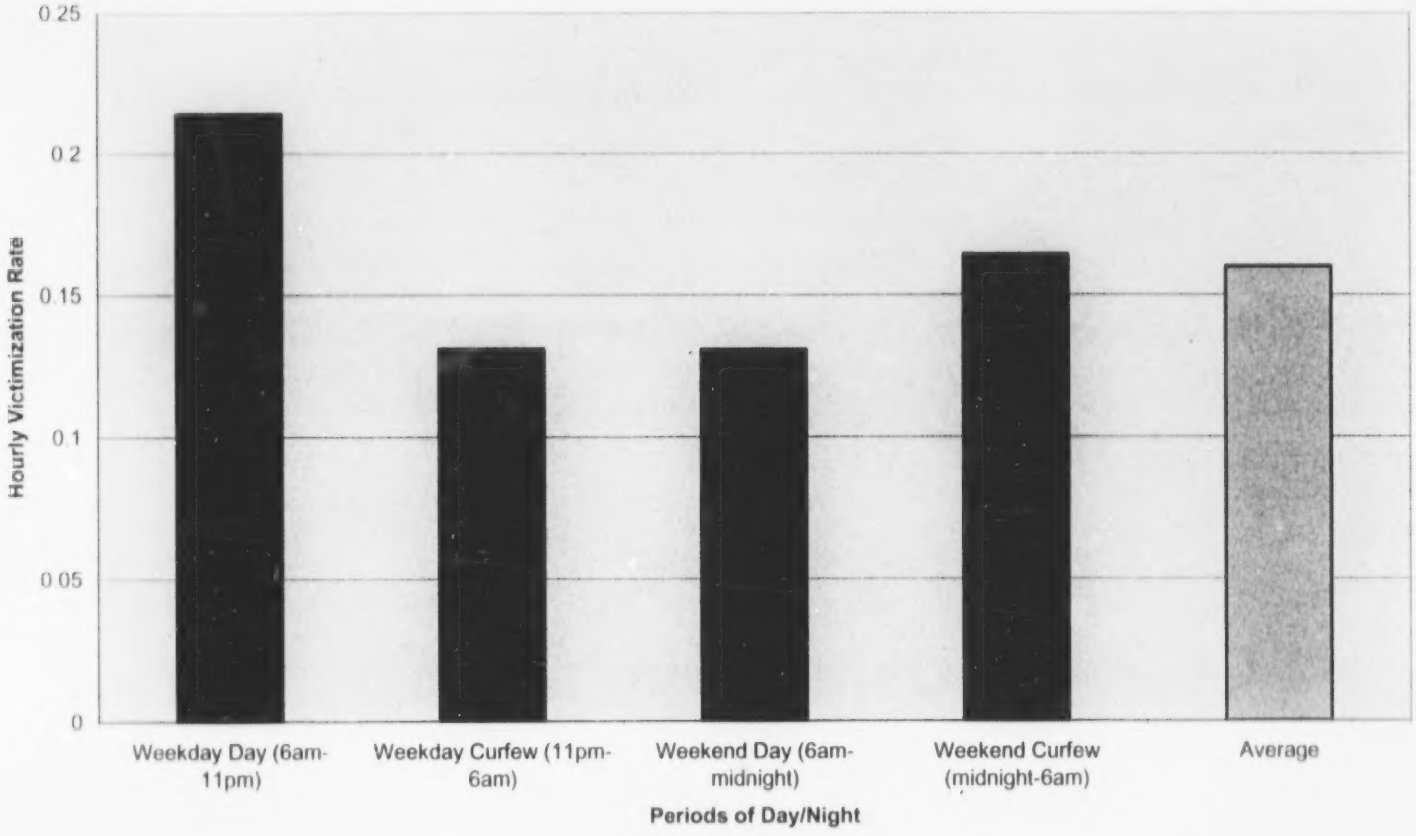
Chart II.E.2.a
Total Violent Crime Victimizations per Hour during the School Year, Age 1-17, in the District of Columbia, 1998 (9/1 - 6/14)



Note: Weekdays go from Sunday at 6:00 p.m. to Friday at 6:00 p.m.

Source: DC Metropolitan Police Department

Chart II.E.2.b
Total Violent Crime Victimizations per Hour in the Summer, Age 1-17, in the District of Columbia, 1998 (6/15-8/31)



Note: Weekdays go from Sunday at 6:00 p.m. to Friday at 6:00 p.m.

Source: DC Metropolitan Police Department Capacity and Needs Assessments

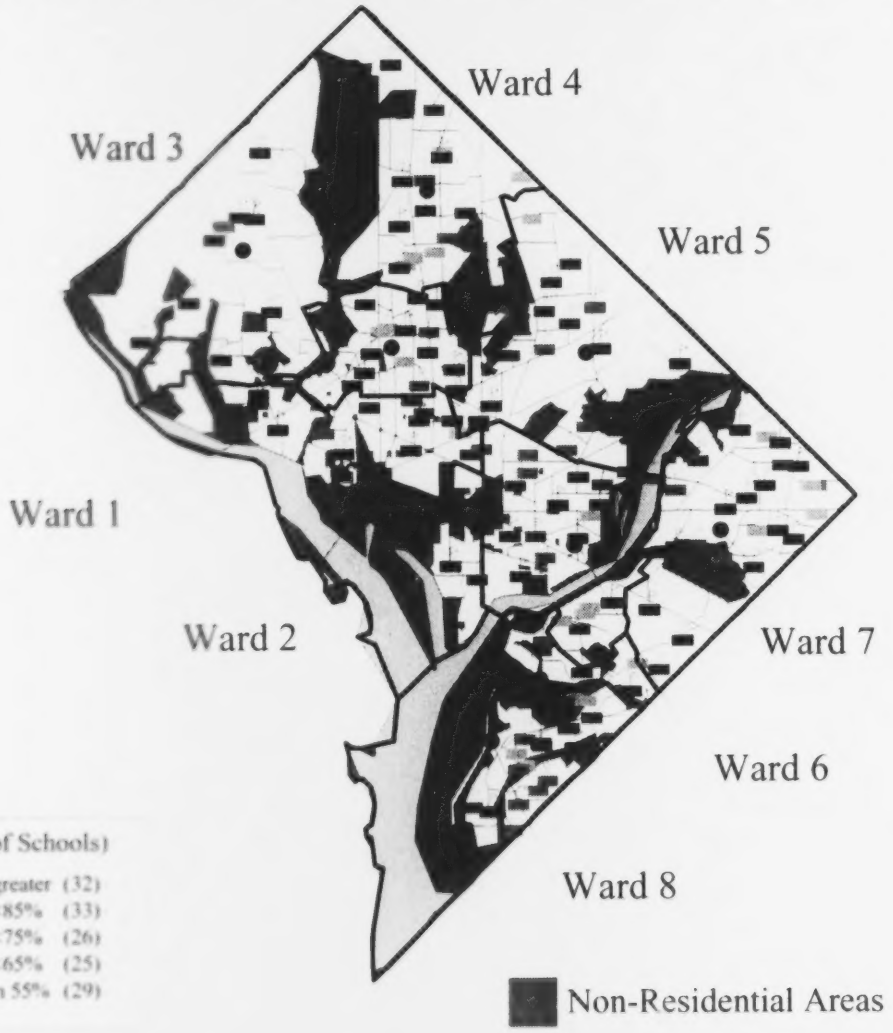
The summer data in Chart II.E.2.b show that the risk of youth victimization is higher during the weekday day period (6 a.m.-11 p.m.) than for any other summer period, including the weekday and weekend curfew periods. Appendix C shows rates for each hour of the day in Charts II.E.2.c through II.E.2.f. The weekday summer rates increase from close to 0 at 6 a.m. to slightly over .25 by 1:00 p.m. and stay moderately high until 1 a.m. In contrast, the weekend curfew period, the second highest summer period, appears to be driven by consistently high rates (over 0.20) between midnight and 4 a.m. This pattern is preceded by the highest weekend hourly rates that begin around 6 p.m. and continue through the curfew. Thus, youth victimization during the weekends of the summer months is high between 6:00 p.m. and 4:00 a.m. The bottom line is that while the after-school commute does have the highest crime rates on an hourly basis, a great deal of crime also occurs during other hours of the day and on days when schools are not in session.

Map II.E.3.a presents the spatial distribution of perceived school safety. The data for this presentation were extracted from the School Satisfaction Survey conducted jointly by the National Center on Education and Economics and Westat (May 1998). The sample included 5th, 8th, 10th, and 12th graders and their parents. We present the combined mean percentages of matched student-parent pairs who responded either "strongly agree" or "agree" to school safety items ("I feel safe at this school." "My child's school is a safe place."). On average, slightly over 70 percent of parents and students believe that the school they either attend or send their child(ren) to is a safe place. A break-out by Wards indicate that Wards 2 and 3 perceive their schools to be safer, 80.5 and 90.2 percent respectively. All other Wards were in the 65 to 73 percent range.

Map II.E.3.b presents a broader framework within which to gauge perceptions of public safety. We present findings from a resident survey conducted by Northwestern University's Institute for Policy Research and MACRO (Summer 1998). Residents were asked "How safe do you feel or would you feel being alone outside in your neighborhood during the day?" Results are reported by Police District. The percent of residents responding "very safe" varied sharply from a low of 46 to 52 percent in the 6th and 7th Districts to a high of 83 percent in the 3rd District. The remaining Districts were closer to the 60 percent mark. Thus, the 3rd District's residents rank highest with regard to feelings of public safety in their public schools and in their neighborhood during the day.

Finally, Map II.E.4.a shows the spatial distribution of residences of juvenile arrestees age 20 or younger by census tract (1993-1994 combined).[10] We notice similar patterns to those highlighted in the victimization map. Specifically, we notice Tracts with the highest rates cluster in areas corresponding to the four clusters identified above. These findings highlight the spatial similarity of interpersonal violence among juveniles. Census tracts with high levels of interpersonal violence, however measured, cluster in the same areas of the city. Unlike the victimization data, however, these data are the residences of violent juvenile arrestees. Therefore, these data are probably more indicative of where the need for youth services is greatest.

Map II.E.3.a
Percent of Students and Parents Reporting School Is Safe
by School* in the District of Columbia, 1998



*Schools with Parents and Students Providing Survey Responses, n=145; Average of Student and Parent Measures

1 inch=2 miles

Source: DC School Satisfaction Survey, 1998

Map II.E.3.b
Perceived Safety of Area*
by Police District in the District of Columbia, 1998

Range (Districts)

- 83 or greater (1)
- 63 to <83 (2)
- 59 to <63 (2)
- Less than 59 (2)

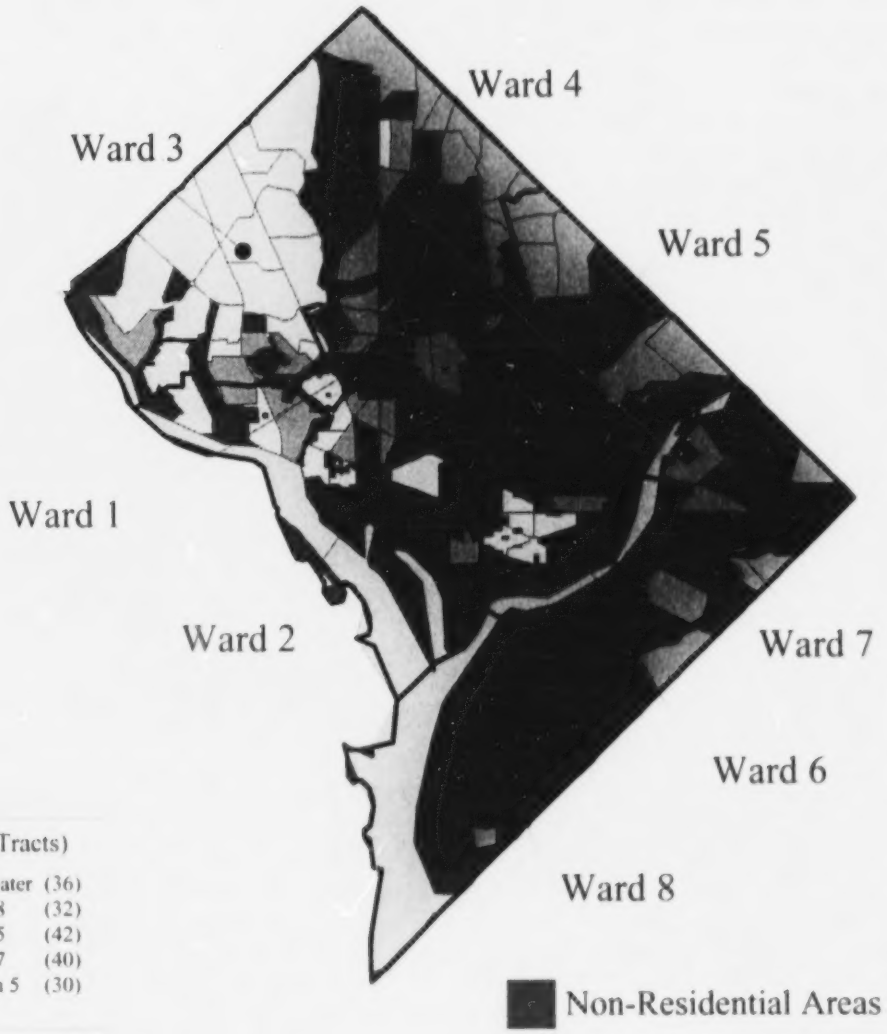
Non-Residential Areas

*Percent of respondents reporting that they feel very safe alone outside in their neighborhood during day.

Source: Metropolitan Police Department
Survey of 2,216 conducted June/August 1998 by independent researcher

1 inch=2 miles

Map II.E.4.a
Arrests per 1,000 Population Age 1-20
in the District of Columbia, 1993-94



1 inch=2 miles

Source: DC Metropolitan Police Department

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Capacity and Needs Assessments

III. Capacity Assessment

The Capacity Assessment is based on a variety of existing data sources augmented by a survey of current and potential providers of services for school-aged youth. The survey was designed by the Urban Institute and Georgetown University and conducted in the summer of 1999 by staff of Georgetown University and UDC. This survey provided a very timely picture of services offered all year long and during the summer months for each neighborhood in the city. In addition we attempted to contact providers who offer services only during the school year.

Many children are likely to be receiving services from more than one provider. Therefore, if we count total children served across all providers we are likely to be counting many children more than once. At the same time, however, a given youth can only be in one place at any point in time. Therefore, even though it would be difficult to calculate total children served it is possible to estimate total hours of service per child. For this reason, we collected data on the number of hours that children are with each provider.

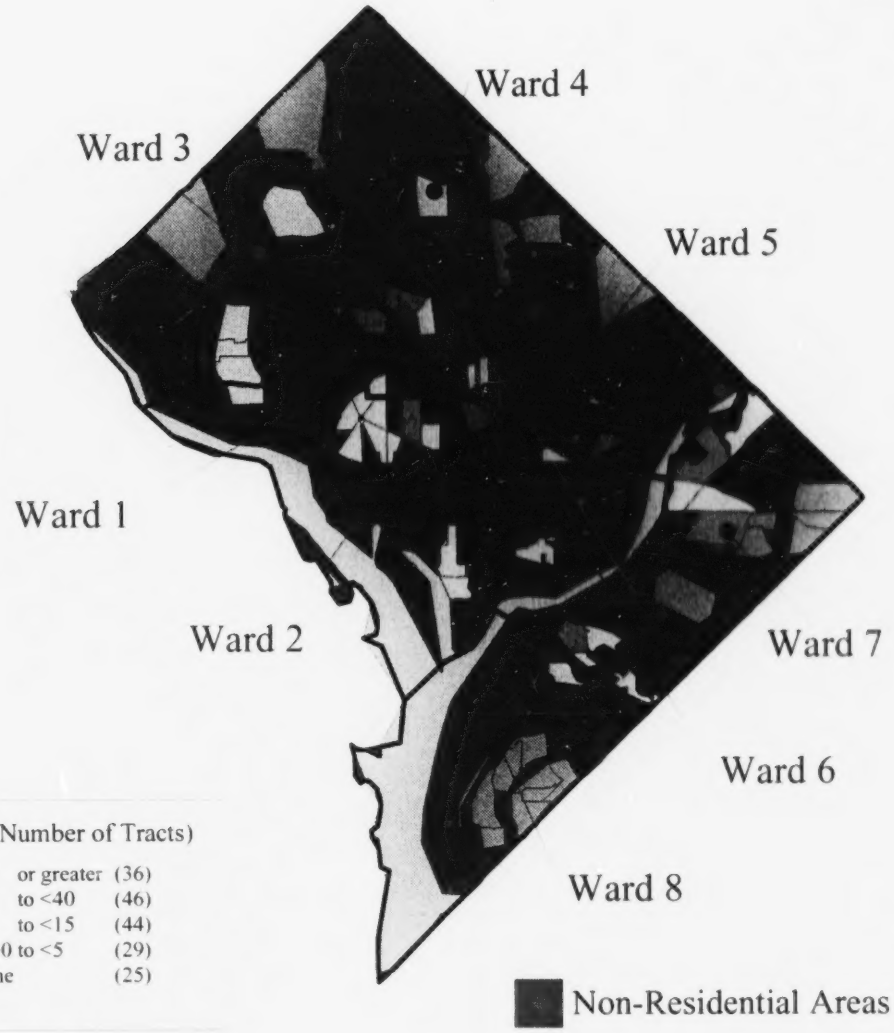
In addition, we asked questions concerning both levels of current use and potential capacity to deliver services given the existing physical space. For a more detailed description of the service provider survey process see Appendix D.

A. Early Childhood Development

To measure the capacity for early childhood development services, we obtained data on all licensed and subsidized providers in DC. For details see Appendix E. To describe child care we look at potential hours of licensed capacity per child living in the census tract. These numbers have one major problem. Many parents put their children in child care near their places of work. For this reason licensed capacity can be much larger than the total number of children living in an area. In Map III.A.1.a we can clearly see evidence of this problem — areas downtown (in Ward 2) often have licensed capacity which is very high given the total number of children living in the area. The darker shaded areas (over 40 range) correspond to tracts with more than 40 hours of potential child care per child living in the area. This number is based on the number of licensed slots times the hours those service providers are open.

The second major problem is that we do not have an accurate enrollment measurement. This is because we do not have hours of care per year. Thus our enrollment numbers include some cases of children attending child care for 20 or more hours per week all year long and others who are only enrolled for emergency care, which might only happen for 1 or 2 hours per year.[11] For this reason we are not presenting any maps showing actual hours of child care. We hope to improve future surveys by asking about the number of hours per year that a child is in care.

Map III.A.1.a
Potential Weekly Hours of Care* per Child Age <1
by Census Tract in the District of Columbia, 1998

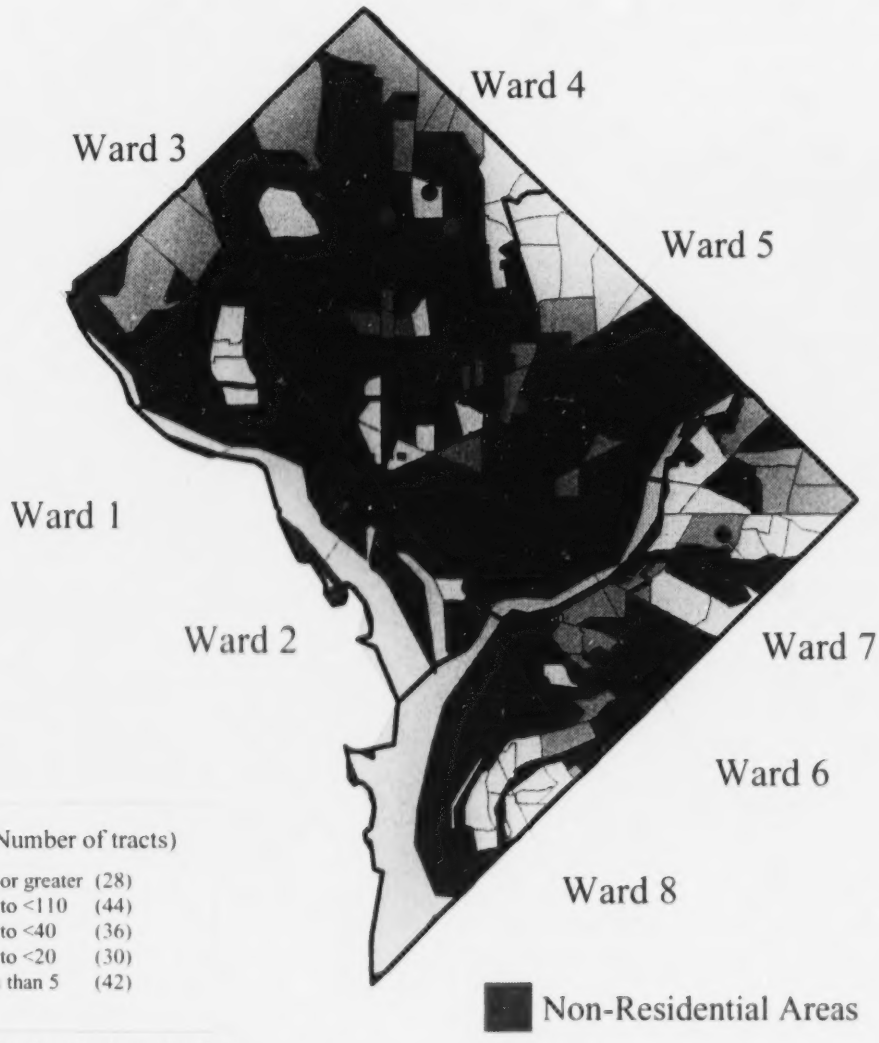


*Estimated numbers based on incomplete data. See text for details.

1 inch=2 miles

Source: 1998 Survey of Child Care Providers Capacity and Needs Assessments

Map III.A.1.b
Potential Weekly Hours of Care* per Child Age 1-3
by Census Tract in the District of Columbia, 1998



*Estimated numbers based on incomplete data. See text for details.

1 inch=2 miles

Source: 1998 Survey of Child Care Providers Capacity and Needs Assessments

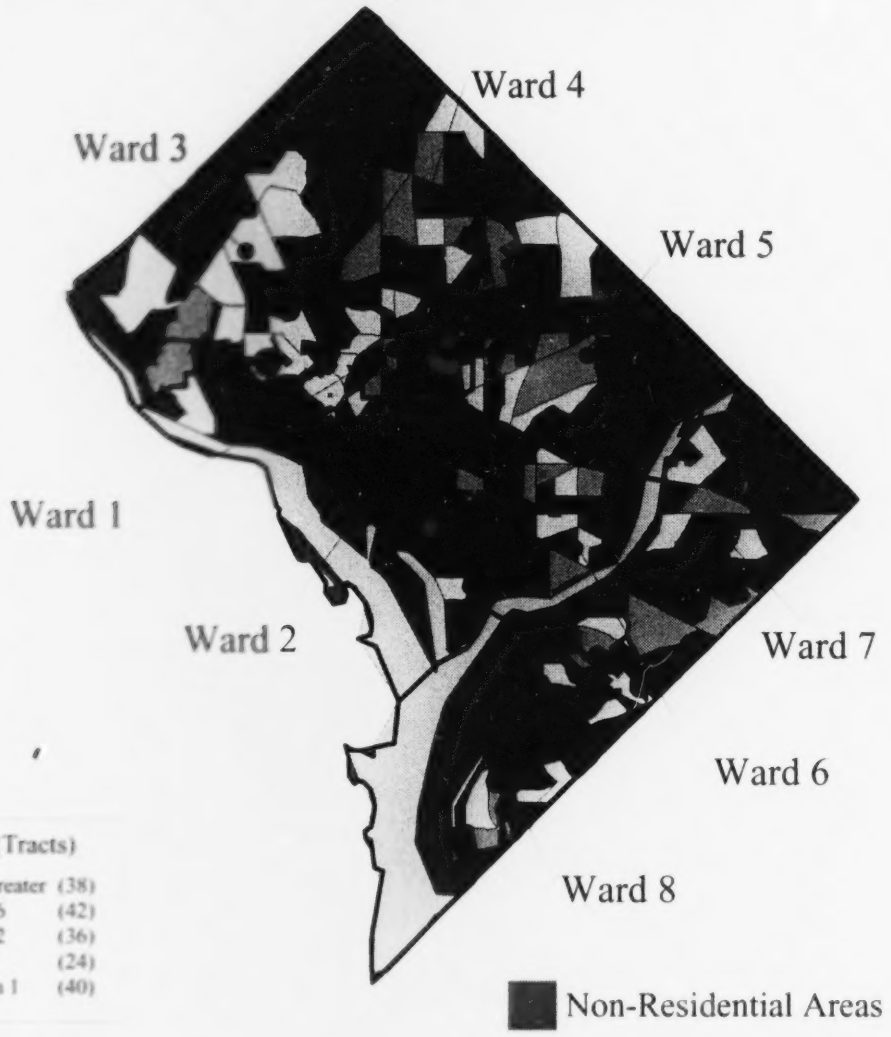
B. K-12 Academic Achievement

To measure capacity to improve the academic achievement (and other outcomes) of youth, we examined the providers of services to school-age youth. Providers include schools, libraries, parks and recreation services, faith-based organizations, and the many other providers of youth services (i.e., the Boys and Girls Club, YMCA, etc.). We present two sets of maps with measures of service: The first set show hours of use and capacity for youth services by census tract, while the second set show the locations of all potential providers. Information on the former is available only for non-school providers for which we have survey data and for most schools, as explained in Appendix F. The maps showing the locations of all providers on our lists include those for which we lack survey data.

Map III.B.1.a provides an estimate of weekly hours of current use per youth age 5-17 by census tract and Map III.B.2.a shows estimated weekly hours of capacity for youth services. Our measures of capacity and use are described in more detail in Appendix F. These numbers suggest that there are a number of areas of very high use (over 26 hours per week) and capacity (over 40 hours per week) in upper Northwest and downtown and relatively few such tracts east of the Anacostia River. Other parts of the city are fairly mixed. Map III.B.1.c summarizes the results from the 1st two maps, showing the difference between current capacity and use. In this case the results appear quite mixed, as all parts of the city appear to have some tracts with surplus capacity over 33 hours per week while other areas are under 1 per week.

In Map III.B.2.a we show all schools in DC, including the private and charter schools. [12] Not surprisingly, there are a large number of schools dispersed throughout the District. In addition, it is interesting to note that there are a number of private schools east of the Anacostia River. However, most private schools appear to be downtown and in upper Northwest. All of these schools are potential providers of before- and after-school services for youth and most do provide such services currently. The 21st Century schools are public schools which have secured special funds to increase their out-of-school activities during the coming school year. These schools are located in areas of relatively high need, with none being located in upper Northwest or downtown. It should be kept in mind that many charter schools lack proper facilities to operate after-school programs.

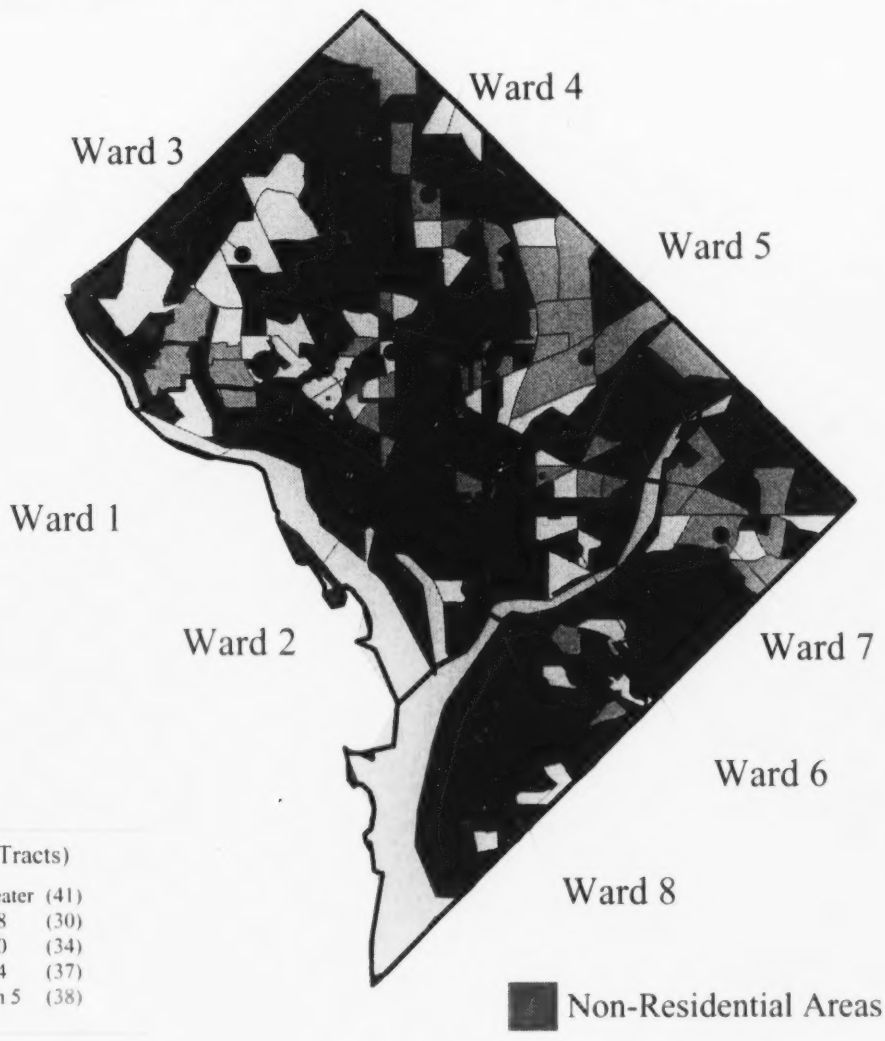
Map III.B.1.a
Current Youth Services
Weekly Hours per Youth Age 5-17
by Census Tract in the District of Columbia, 1999



1 inch=2 miles

Source: DC Out-of-School Activities Survey

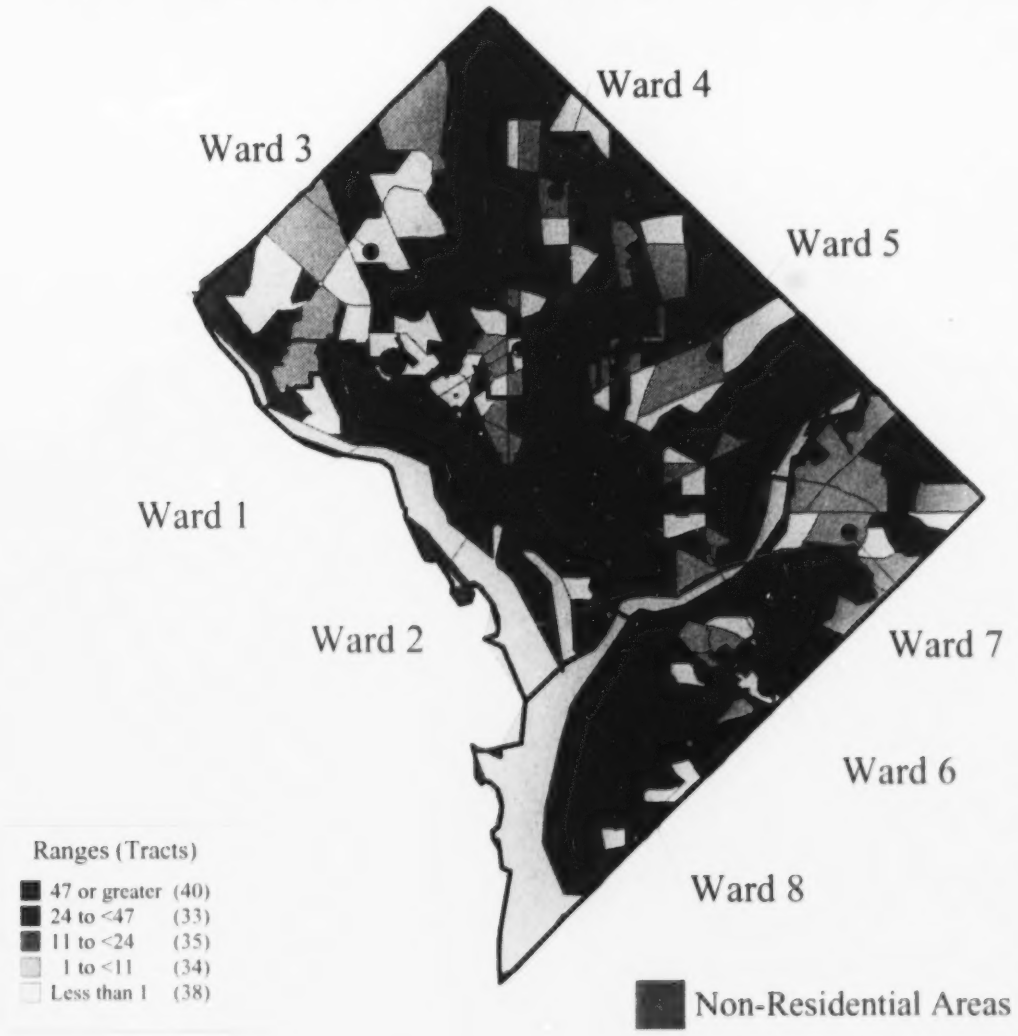
Map III.B.1.b
Total Capacity for Youth Services
Weekly Hours per Youth Age 5-17
by Census Tract in the District of Columbia, 1999



1 inch=2 miles

Source: DC Out-of-School Activities Survey

Map III.B.1.c
Surplus Capacity* for Youth Services
Weekly Hours per Youth Age 5-17
by Census Tract in the District of Columbia, 1999



*Surplus Capacity = Total Capacity - Current Use

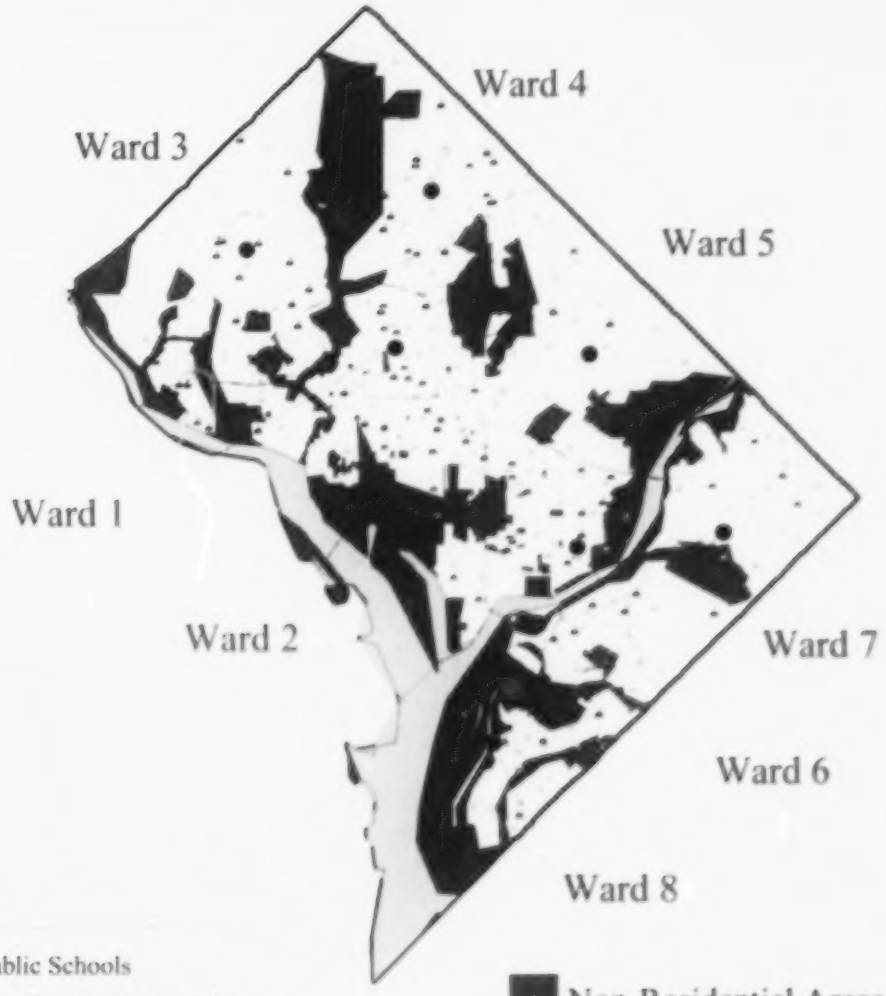
1 inch=2 miles

Source: DC Out-of-School Activities Survey

Map III.B.2.a

Location of Providers of Youth Services

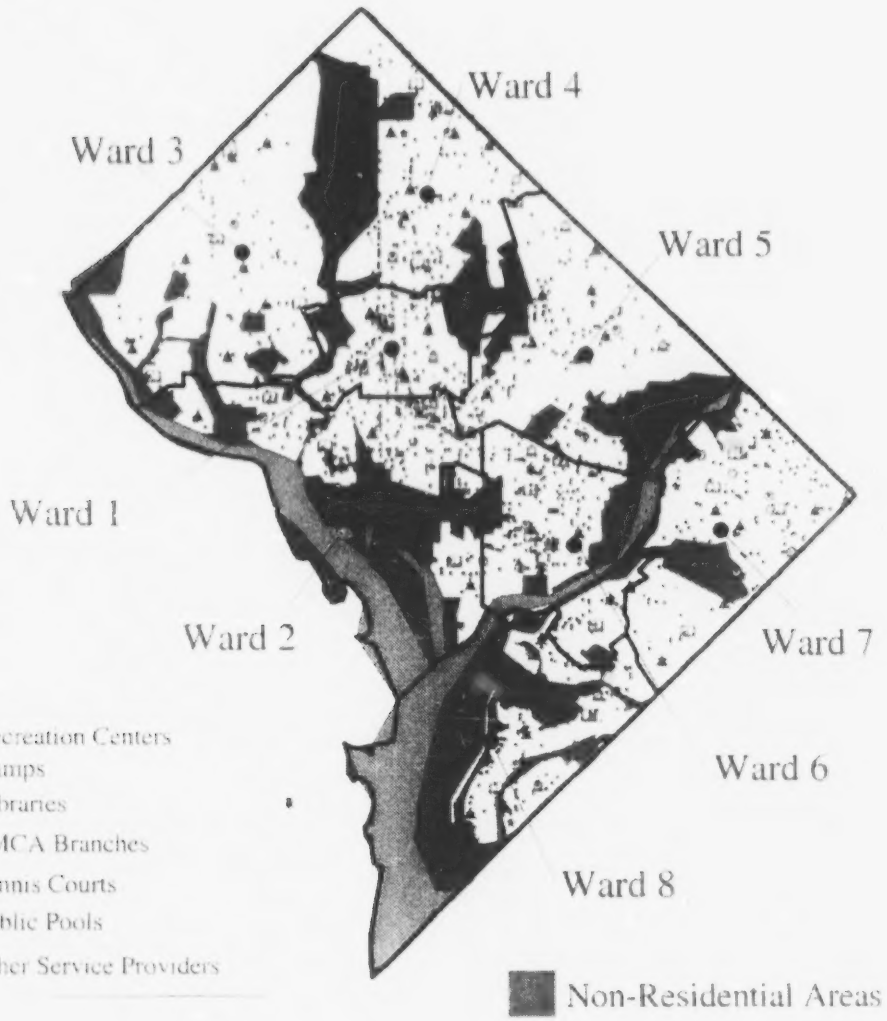
Schools in the District of Columbia, 1999



1 inch=2 miles

Source: See text

Map III.B.2.b
Location of Providers of Youth Services
Non-schools in the District of Columbia, 1999



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Source: See text

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In Map III.B.2.b we show all non-school providers of youth services in our database, including recreation centers, camps, libraries, YMCA branches, tennis courts, public pools, and other service providers (Boys and Girls Clubs, etc.).[13] As can be seen, the District of Columbia does appear to have a very large number of well-dispersed providers of youth services in all areas of the city, including those most in need. Indeed the least dense area appears to be in upper Northwest, where the needs, as measured by the indicators in this report, are least severe. Of course, the mere existence of providers of youth services tells us little about their quality. In addition, this map highlights the possibility that youth in some areas are relatively disinterested in these activities, suggesting that new strategies may be needed to encourage more participation.

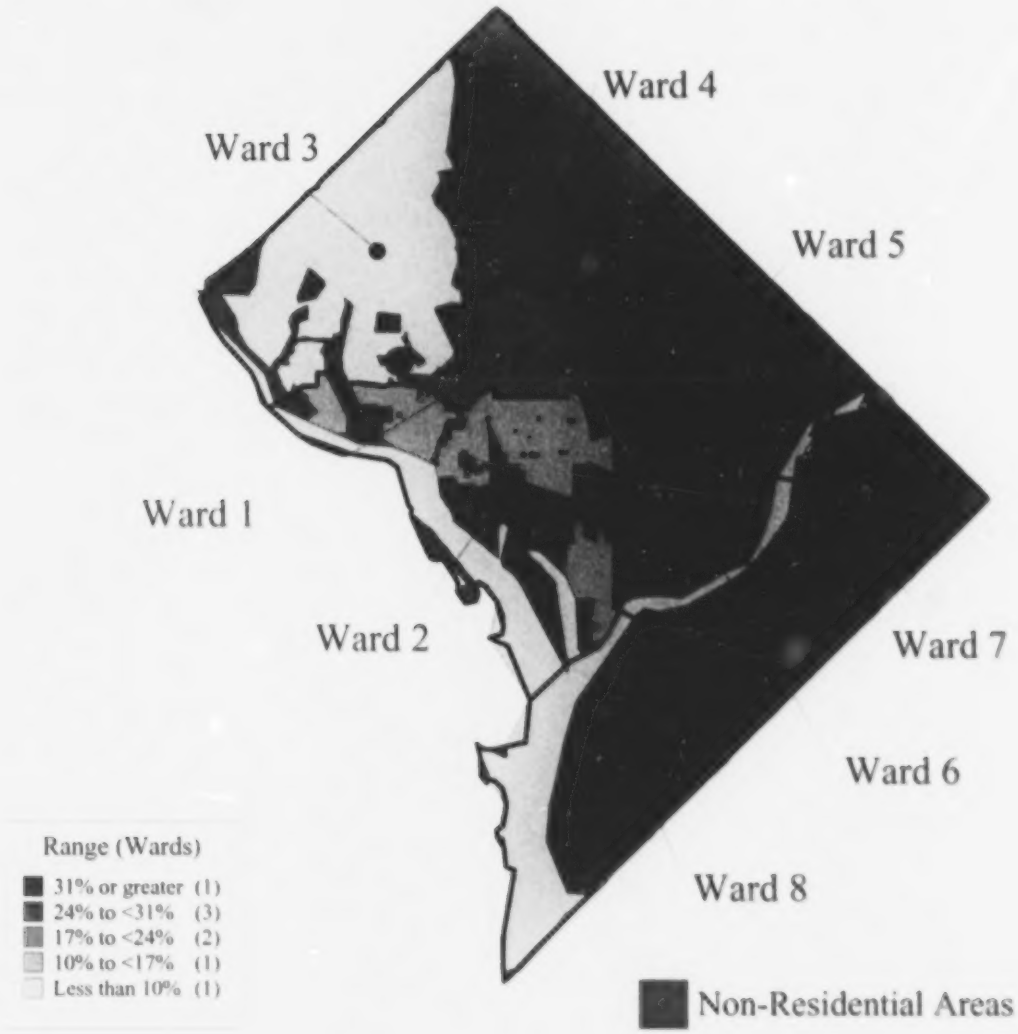
One additional asset not shown in Map II.B.2.b is the DC Metro system. One reason many DC youth may not participate in youth activities is a lack of transportation from their homes to the places where services are provided. To help address this issue we provide a transparency of the DC metro system in Appendix F. This transparency can be placed over any of our other maps to show how different parts of the city are connected by these vital links. For example, placing this transparency over Map II.B.2.b shows that the bus/metro system allows providers in one location to serve youth from a large number of other areas. Not surprisingly, a large fraction of providers appear to be located quite close to these sources of transportation. More importantly, it appears that the DC metro system provides a great deal of access in most parts of the city, including the areas east of the Anacostia. At the very least, it appears that all residential areas are within about ½ mile of public transportation. Unfortunately, this does not mean that the transportation problems of DC youth are solved. Some youth may not be able to afford even the subsidized metro rates available for youth. In addition, many youth may not feel safe walking to the bus stop or metro station or waiting for a bus to arrive. For these reasons, an inability to travel from home (or school) to a provider may still hinder many DC youth from participating fully in out-of-school activities.

C. Post-School Success

Youth who have left school may be helped in a large number of ways. A major source of this assistance is likely to be employment. We present two measures of employment demand based on estimated unemployment rates, the first for 16-19 year olds in 1990 and the second for all people in the labor force in 1998. We present the latter because it is more recent than the former.

In Map III.C.1.a we see that the unemployment rate for 16-19 year olds in Ward 3 is lowest while the rates in Wards 5, 6, 7, and 8 are highest and over two times the rate in Ward 3. The rates in Wards 1, 2, and 4 are in between those of the other wards. Of course at this age most youth can travel to different parts of the city to obtain jobs. Indeed it is quite likely that many of the employed youth in Ward 3 have jobs outside of that Ward. Therefore increasing employment demand in the Wards with high unemployment rates may not be the most efficient method of improving outcomes for youth living in those areas. At the same time, however, this map does accurately describe where these youth are living. Therefore programs in the areas with high unemployment rates that encourage the youth to find jobs (in any part of the city) would be well targeted.

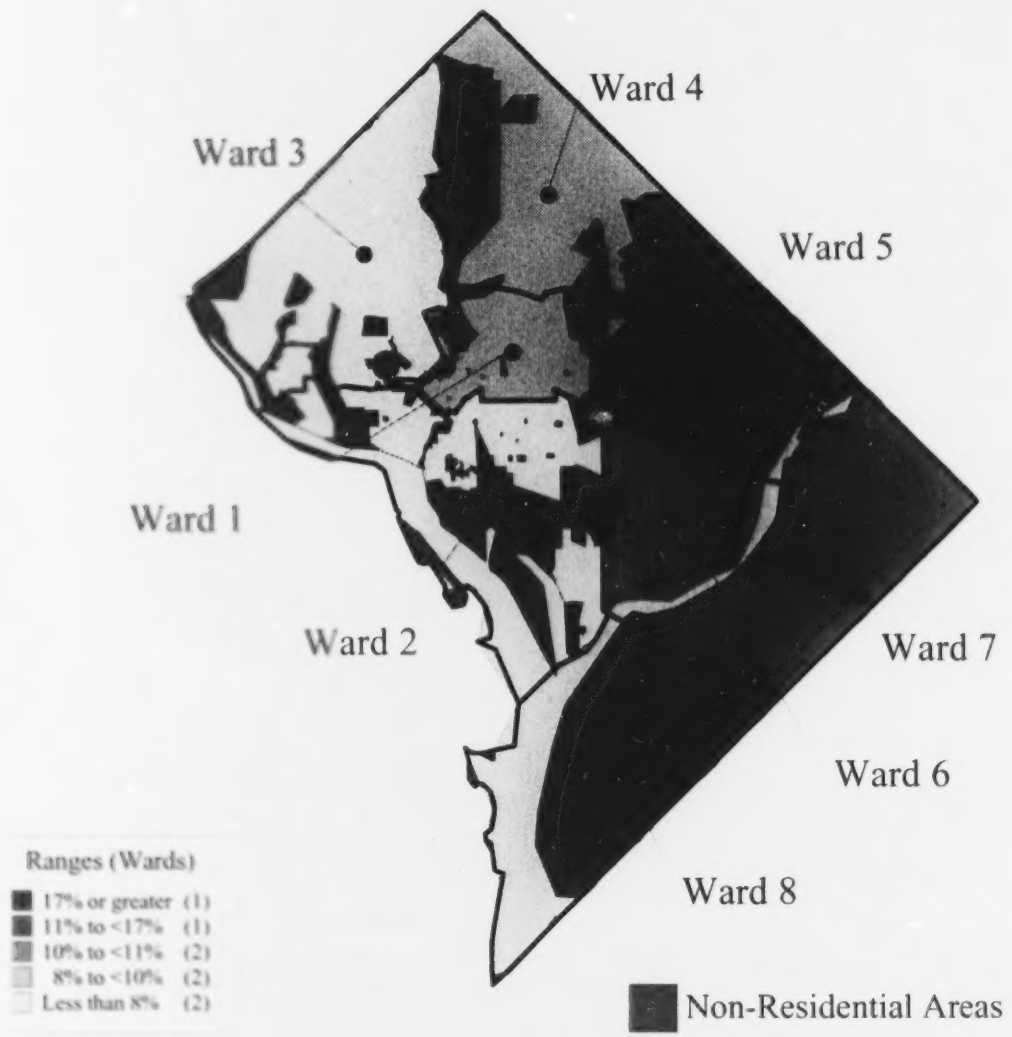
Map III.C.1.a
Percent of Labor Force Unemployed, Age 16-19
by Ward in the District of Columbia, 1990



1 inch=2 miles

Source: 1990 U.S. Census

Map III.C.2.a
Percent of Total Labor Force Unemployed
by Ward in the District of Columbia, 1998



1 inch=2 miles

Source: DC Department of Employment Services
Capacity and Needs Assessments

Unemployment rates have fallen drastically since 1990. Map III.C.2.a presents estimated 1998 unemployment rates by Ward. The rates are lower both because the data are for a later period and because they include individuals of all ages. Nevertheless a similar pattern emerges. Wards 5 and 8 have relatively high unemployment rates, together with Wards 6 and 7, while Wards 2 and 3 have relatively low rates. Wards 1 and 4 have moderate rates.

D. Health and Well-Being

We have little data on services aimed directly at improving youth health outcomes, although all of the youth services discussed above should help indirectly. Potential indicators of more directly relevant service include capacities of hospitals, health clinics, and education programs, as well as immunization rates and health insurance rates. Lacking data on these indicators, we rely on two measures related most directly to infant health — the average weeks of prenatal care and the average number of prenatal visits with one's primary physician[14] for women with live births. These outcomes are shown in Maps III.D.1.a and III.D.2.a.

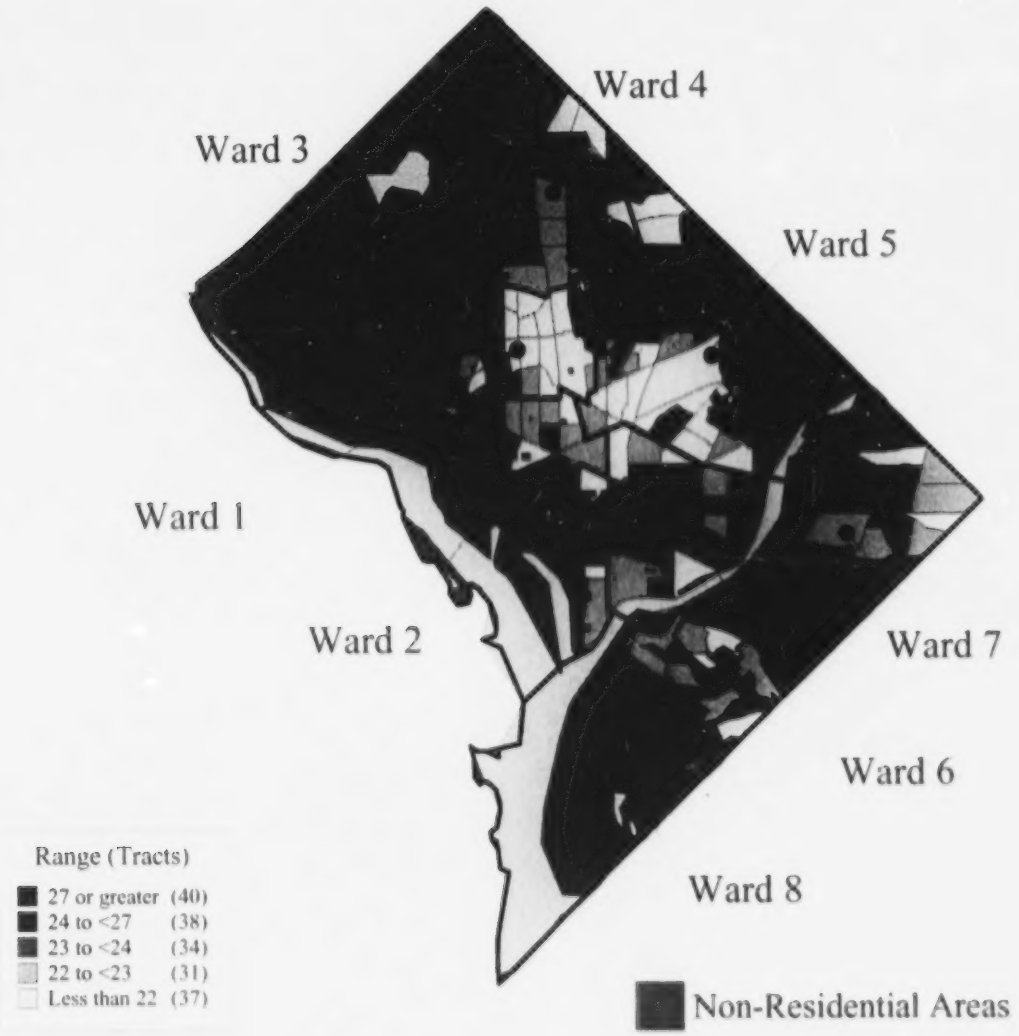
These maps show particularly interesting patterns — average weeks of prenatal care are over 27 and prenatal visits are over 10 in all but one of the census tracts in Ward 3. In the rest of the city most tracts have fewer than 24 weeks of care and less than 10 visits. The quantity of care also appears to be fairly high in the center of Ward 6, in the southern part of Ward 7, and in the northern tip of Ward 4, suggesting that there is some local variation causing higher use of care in those areas. More generally, however, it appears that in the areas with the lowest rates of low infant mortality and low birth-weight babies, prenatal visits are much more common.

E. Crime and Victimization

We also lack data on programs aimed directly at reducing youth violence. One indicator we do have, also relevant to the priority issue "Post-School Success," is the location of providers of youth services for out-of-school youth age 15-18. All providers that responded to our survey and reported having such services are mapped in Map III.E.1.a. Curiously, some of these providers are located in Ward 3, which has very low unemployment rates and few youth who have dropped out and remain unemployed. In addition, however, there are a number of providers in other parts of the city, with the exception of Ward 4, which has only one such provider.

This map is based on the providers' answers to whether they were currently serving out-of-school youth in this age range. There may be many more providers willing to serve such youth. Again, a major question is whether or not these youth are interested in participating in the types of activities currently offered.

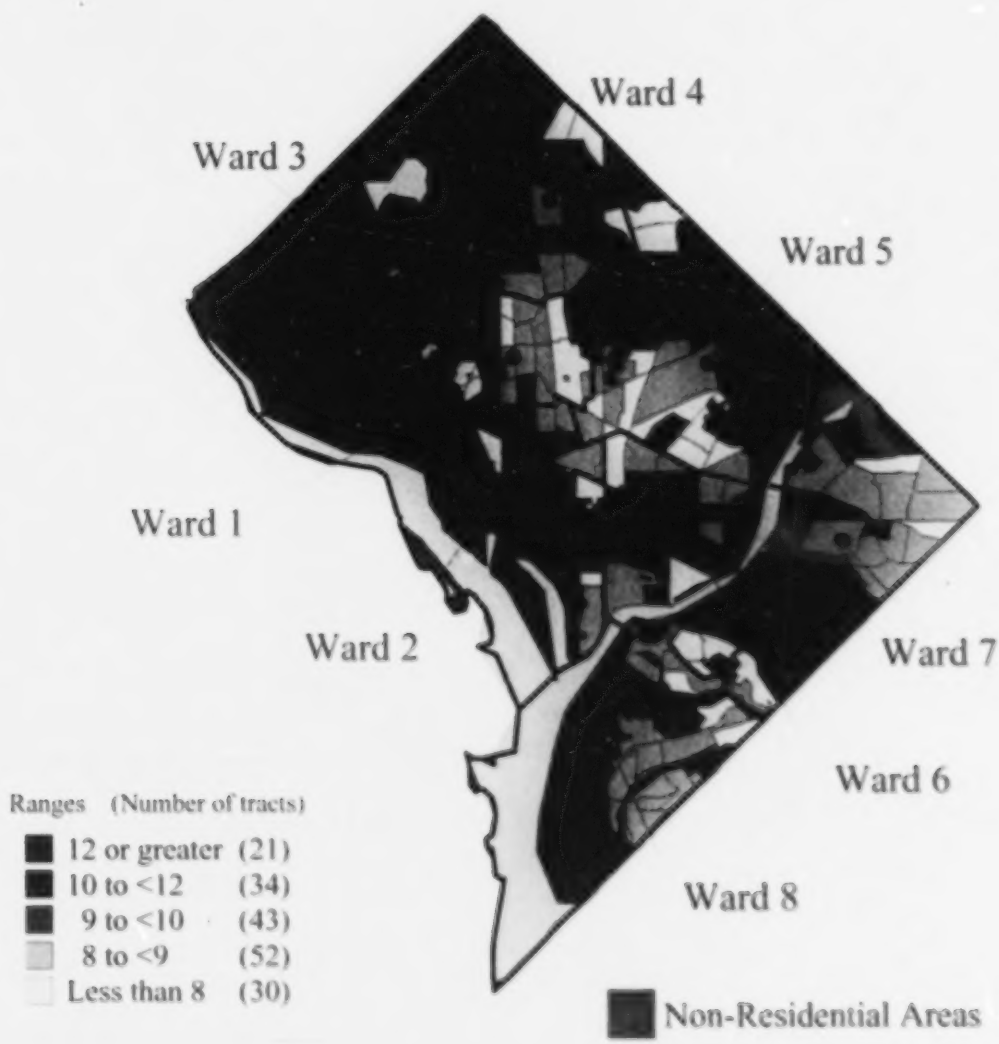
Map III.D.1.a
Average Weeks of Prenatal Care per Birth
by Census Tract in the District of Columbia, 1990-96



1 inch=2 miles
The Urban Institute

Source: DC State Data Center for Health Statistics
55
Capacity and Needs Assessments

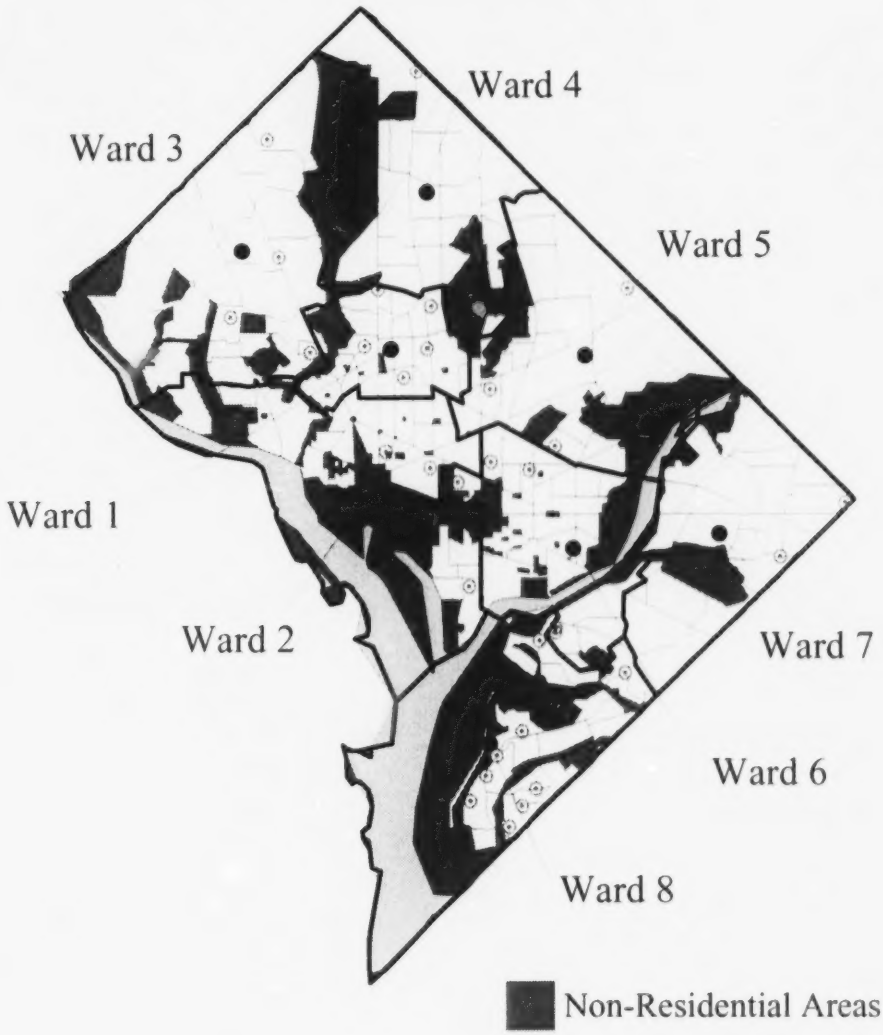
Map III.D.2.a
Average Number of Prenatal Care Visits per Birth
by Census Tract in the District of Columbia, 1990-96



1 inch=2 miles
The Urban Institute

Source: DC State Center for Health Statistics
Capacity and Needs Assessments

Map III.E.1.a
Location of Providers of Services for Out-of-School Youth Age 15-18
in the District of Columbia, 1999



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Source: DC Out-of-School Activities Survey Capacity and Needs Assessments

IV. Provider Input

To better understand the needs of DC youth service providers, the Urban Institute conducted interviews with eight service providers from across the city. The individuals who were interviewed represent a broad spectrum of providers. Their organizations are diverse in size, type, and duration of program offerings; neighborhood, ward, and citywide focus; and federal, local, and private funding sources. Representatives from the following organizations were interviewed:

Metro Police Boys and Girls Clubs
United Planning Organization (UPO)
District of Columbia Public Libraries
District of Columbia Special Olympics
DC Schools Project
Citywide Computer Training Center Youth Employment Program
African Heritage Dancers and Drummers
Anthony Bowen YMCA

The interviews were designed to ascertain how organizations like these make funding decisions, particularly the decision-making process; the types of information, if any, routinely used to determine where monies should be spent; and any restrictions on spending imposed by funders that might adversely affect the quality of youth services provided. The interviews were also designed to identify information not currently available that would be useful to the providers as they make future funding decisions. In addition, the interviews were designed to ascertain the service providers' perspectives regarding where additional monies could best be spent. The interviews, which lasted between thirty and fifty minutes each, were conducted between July 26 and August 10, 1999. A synthesis of the interview results appears below.

Funding Decisions

Most of the organizations relied on two sources of information to make funding decisions: demographic information and input from the community. UPO, a community action agency that funds a variety of social service programs throughout the city, for example, conducts a needs assessment every three years which relies on census data to report information on poverty, employment, housing patterns, and the number and location of teen parents. Similarly, the DC Public Libraries use annual reports such as Kids Count and education statistics from the U.S. Department of Education to access information regarding parental educational levels, pre-school attendance, and computer availability. Like UPO and the DC Public Libraries, the other organizations identify needs in the communities in which they work using demographic information. These needs assessments are then used to guide funding priorities within the organizations.

In addition to identifying the needs of the communities using demographic information, the organizations are aided in making funding decisions by parents and/or community groups. For example, the Bowen YMCA meets regularly with its neighborhood advisory committees to assess how resources are used. The community consensus has been to focus programs on two

groups -- children aged 0 to 3 and senior citizens. By focusing funds on programs in these two areas, the organization is meeting the needs of the community, as defined by the community. Similarly, the Boys and Girls Club and the DC Public Libraries have neighborhood advisory committees that make recommendations regarding funding priorities. Smaller organizations, like the DC Schools Project, an organization that provides educational support to the city's Latino students, and the Computer Training Center Youth Employment Program, receive input from the community through their interactions with parents and school personnel. The DC Schools Project, as a result of its interaction with school principals, is planning to include an educational component for Latino parents as part of its program offerings.

The larger organizations have well-established programs and a formal process for making funding decisions. Usually this process involves a policy board receiving recommendations based on demographic information and/or community input, and voting on or approving allocation plans. DC Public Libraries funds certain programs and services, like "Storytime" and computer support services, in all branches, but attempts to put extra resources in neighborhoods that are economically disadvantaged.

Some of the organizations receive funding from the city to implement designated programs. UPO, the administrator of a federal block grant for community services, routinely funds programs for children and youth based on demonstrated need and competitive bidding. The YMCA has a contract to provide after-school and child care to children referred to the center by the DC Department of Human Services. The Citywide Computer Training Center responds to requests from the DC government to teach computer skills to students referred to the program by various agencies.

A few of the service providers indicated that the needs of the community are obvious and have been obvious for many years. These providers said that they are aware of the most critical needs because they live in the communities and have worked with neighborhood children for decades. As insiders, they understand that the social, emotional, and physical well-being of children and youth are the primary needs. They allocate their limited resources to programs that address these needs.

Additional Information Useful for Targeting Funding

When asked about additional information that would support organizations in their allocation decisions, the service providers suggested the need for demographic information that is updated yearly and presented by ward or neighborhood, instead of by census tract. As noted earlier, much of the information currently available to service providers comes from the 1990 census data. Most of the providers indicated an urgent need for information that is more up-to-date. UPO, for example, recently experienced decreases in Head Start enrollment in Ward 8. Based on available data, it is not clear where these families have moved. Consequently, UPO is no longer certain about how to respond to the needs of those families if they are still in the District. Similarly, providers are aware of the growth of the Hispanic population in the District over the past several years, but without adequate demographic information, they find it difficult to demonstrate need and secure resources. Several providers felt certain that the Hispanic community is being underserved, partially because of a lack of updated information.

More detailed information is also needed to better understand where disabled individuals live so that services can be adequately provided. This is particularly true in the Hispanic community. According to the UPO service provider, more detailed and updated information would enable the organization to more effectively respond to community needs. Interestingly enough, the providers said that annual demographic information by ward or neighborhood would not only support allocation decisions, but would also be valuable to them as they apply for grants.

A few of the service providers indicated that the DC government has compiled and/or has access to some of the requested information, but does not make the information available to service providers. This is true for updated demographic information and for information about the public schools, including dropout rates and test scores by ward or neighborhood.

In addition, information about competitions for funding sponsored by the District is also not readily available. Several of the service providers indicated that they would like better information from the DC Grants Management Office. One service provider suggested that the Web site, which she felt is currently inadequate, be upgraded and include more information. On the other hand, another service provider indicated that the city government is improving its communications with social service organizations and noted that the city help-line is often useful.

Finally, one service provider indicated that she would like information and/or technical assistance regarding evaluation and assessment. She was particularly interested in evaluation tools and methods that could be used to assess the impact of social service programs on participants. This outcome-based information could be used both for allocation planning as well as for writing grants to obtain funding for existing programs that have proven successful.

None of the service providers is experiencing restrictions tied to their funding that adversely affect their programs. The Special Olympics charter does not allow the organization to solicit funds from outside of the District, but there are no restrictions on the funds that the organization receives. Many of the providers indicated that the most significant restriction is that they are underfunded. The Citywide Computer Training Youth Employment Center is not operating at full capacity because the program cannot afford to pay stipends for students or salaries for additional staff. Similarly, the D.C. Public Libraries receives less than one-half of one percent of the city budget.

Where Additional Monies Could Be Spent Best

The providers indicated that additional monies could be used to augment successful programs that currently exist. Some indicated that increasing the capacity of staff to provide quality services to city youth is a high priority. Others reported upgrading facilities and expanding programmatic offerings as high spending priorities.

The service providers advocated more opportunities for productive engagement for the city's youth. This could include both expansion of existing opportunities and an expansion in the number of options available for youth. The D.C. Public Libraries would expand hours, so that the neighborhood branches could stay open later in the evenings. The Boys and Girls Club would increase programming for children 6 to 12, based on the belief that early intervention deters later criminal behavior. The Citywide Computer Training Center suggests that additional funding

could be used to add a daytime GED component to its programming. The DC Special Olympics indicated that scaling up winter sports programs and providing transportation for disabled individuals who live in group homes would be additional ways to improve services.

Other service providers indicated that increased health services and one-stop service centers, especially for pre-school children and their parents, are greatly needed. The service provider from the African Heritage Dancers suggested that homes are needed to provide safe havens for children from dysfunctional backgrounds.

Summary

The service providers who were interviewed indicated that funding decisions are made based on community need. Community need is determined using demographic information and input from neighborhood groups, parents, and other interested individuals. While the service providers did not ask for assistance in gaining community input, they clearly requested demographic and, to some extent, educational information that is (1) presented by ward and/or neighborhood and (2) updated annually. Such information would support social service organizations in their allocation process, as well as in their attempts to secure outside funding. The service providers indicated that monies could be spent best enhancing the services of organizations that already exist in the city.

V. Parental Input

While expert opinion provides useful information about how to make decisions about where to provide services, parents may be better able to describe what types of services are likely to be most effective for their children. For this reason we are summarizing results of a series of community focus groups which were conducted between October and December of 1998, by DC Agenda, in cooperation with the eight neighborhood collaboratives[15] in the District. Our summary is based on the report by Boehm and Treloar (1999) of the Georgetown Public Policy Institute.[16]

The focus groups were designed to gather neighborhood perceptions of community needs in relation to youth services. In addition to other information, the focus groups gathered data regarding participants' current experiences with out-of-school programs and their perceptions about how the quality of such programs could be improved. Participants included young and older students, community leaders, service providers, teachers, principals, employers, and parents/caregivers. Four focus groups with parents/caregivers were held throughout the city. In total, 36 parents/caregivers participated in the focus groups. Below we summarize the parents/caregivers focus group findings.

Parents/caregivers indicated that many of their children participate in out-of-school programs sponsored by neighborhood recreation centers, schools, local churches, the Boys and Girls Club, and other private organizations. These programs operate on weekday afternoons and evenings, on weekend mornings, and during the summer. They offer academic support and enrichment, recreation, and computer training. These programs support children and parents by providing positive and productive activities for children that are adult supervised and held in relatively safe environments.

Though the parents/caregivers seemed generally satisfied with the youth services they are receiving, they also identified several areas in need of improvement. These areas included the number of programs available, the quality of existing programs, and the costs of existing programs.

The number of programs available

The parents/caregivers indicated that not enough programs exist to serve the needs of all children in their neighborhoods. This is particularly the case in neighborhoods in the Southeast and Southwest, according to participants. In addition, participants reported that long waiting lists exist for some neighborhood programs. The participants suggested that the lack of local programs is particularly detrimental for children who have parents who are not proactive enough to seek programs outside of the area in which they reside. As a consequence these children are often left out of enrichment and recreational programs that are often explicitly designed to address their needs.

In addition to general availability, the participants noted an increased need for programs that operate during non-traditional hours. Specifically, the participants called for programs that operate earlier in the mornings, later in the evenings, and overnight. These programs should be designed to fit the schedules of parents who work unconventional hours.

The participants also noted an inadequate number of programs that operate for the entire summer. These programs, such as basketball camp or camping away from home, are often only a week or two in duration. The same is true for many church-sponsored programs.

The quality of existing programs

The participants indicated that the quality of existing programs is not as high as they would like. Parents/caregivers said that their first concern is safety. Several participants identified one neighborhood recreation center as a haven for the sale of illicit drugs. Others commented on the need for programs to "insulate" children from violence. Participants also indicated that staff members of some programs did not appear to be adequately trained and were sometimes inattentive in their supervision of program activities. One parent complained that the academic enrichment offered at community programs is often inadequate.

Many parents/caregivers expressed the need for a quality rating for each program, which would include information about the staff, the program offerings, and an assessment of the services provided.

In addition, the participants indicated that they would like the city government to offer programs for younger children that involved more discipline, including sports teams, performing arts, extended computer courses, and academic enrichment activities. In addition to discipline, for older students the participants advocated employment opportunities, conflict resolution seminars, girls' athletic teams, and more programs involving computers. Further, participants indicated an interest in programs that expose children and youth to national and international

travel opportunities. Finally, parents/caregivers indicated that they would support programs that operate in the affective domain, improving behavior, increasing self-esteem, and teaching responsibility. Taken together, parents/caregivers expressed a desire for high-quality out-of-school programs that meet developmental needs and increase the exposure of neighborhood children and youth to activities and opportunities that they would not otherwise have.

The costs of programs

Parents/caregivers indicated that the costs of some programs are prohibitive. This is especially the case for summer programs that offer overnight trips or involve the use of expensive materials. Parents/caregivers said that they would travel to other neighborhoods throughout the city in pursuit of quality programs, but also reported that transportation costs could be prohibitive for many families in their neighborhoods. In some instances, transportation presents a difficulty, not because of financial considerations, but because parents do not feel secure allowing their children to use public transportation by themselves. Both costs and transportation difficulties confirm the need for an increased number of free, or low-cost but high-quality, programs in the more distressed neighborhoods of the city.

All of the participants agreed that a sliding pay scale, based on family size and income, for programs that charge a fee would best suit the needs in their communities. Some participants suggested that such programs be based in public housing complexes, to ensure that the children living in those complexes are adequately served.

Summary

Parents/caregivers expressed a need for youth services in the city that are affordable, of adequate supply, and of a much higher quality than currently available. Safety is a primary issue, but the parents/caregivers went beyond this basic requirement to express a need for services that will engage neighborhood children in developmentally appropriate and intellectually stimulating activities. Recognizing the significance of computer literacy, the parents/caregivers also stressed the need for programs that involve computer training and use. In addition to increasing the number of programs, better-trained providers, a sliding pay scale, and a quality rating system may be additional steps that can be taken to increase the quality of child and youth services in the District.

VI. Implications for Funding Allocations

Introduction

In this section we discuss how the needs indicators provided in the maps above could be used to make allocation decisions regarding new funds for children and youth programs in the District of Columbia.[17] We focus our discussion on the needs indicators for the following reasons:

- The capacity information is relevant in areas which appear to need services (based on the needs assessment) but lack the capacity to adequately use these resources. As shown below, our capacity assessment suggests that all areas of the city could expand youth activities a great deal without adding new facilities.[18]

- When capacity is lacking these funds can be used to build capacity.

- The information from the interviews and focus groups is not easily quantifiable and relates more to choosing between subject areas (i.e., academic activities versus childcare) than to choosing between geographic areas.

While we focus on the needs data we also present summary information from the capacity assessment and recommend that this information be used to determine where there is a need for greater quality, in addition to quantity, of services. For instance in some areas we expect to see evidence of great need and low provision of youth services. In these areas there is a clear implication that additional services are needed. In other areas, however, we may find that needs are high in spite of the fact that youth services are being provided at relatively high rates. In these situations it is less clear that more services will solve the problems. Rather this would suggest that greater attention must be given to building the quality of the program.

Based on the parent focus groups above, two types of quality come to mind. First, providers must ensure that they are providing services that parents and children see as worthwhile. This may involve changing the types of services offered and doing more outreach activity to inform youth about what activities are available and develop their interest in those activities. Second, providers may need to work on ensuring that parents feel it is safe for their children to participate in youth activities. Given the relatively high rates of violent crime victimizations in many communities in DC, it would not be surprising if many parents restricted their children's participation in out-of-school youth activities. Overcoming this problem may not be easy, but it may also be crucial for the ultimate success of these endeavors.

We recommend that funders use all the information provided in this report, as well as any other relevant knowledge they have, to make funding decisions. While funding decisions should be based on available data, they should also be based on the institutional knowledge of decision makers, much of which cannot be reasonably quantified. We therefore recommend paying particular attention to our needs data, with the stipulation that the data do have weaknesses. For instance, our conclusion that there are adequate services citywide is based solely on our survey evidence. Individuals making funding decisions may have a keener sense of those areas that are capacity constrained, and might therefore decide to allocate fewer resources than our needs data

recommend until those areas are able to increase their capacity. Also, the needs data only capture certain types and levels of development. While we have extensive information on health, we have no information on civic behavior (volunteering/community support). Similarly, while we present estimates of the fraction of youth scoring below basic, we did not present estimates of the fraction scoring advanced.[19] For all of these reasons, additional information could be useful in making up for weaknesses in the needs data.

Needs Numbers

We recommend using numbers of incidents rather than rates to make funding allocation decisions. The rates per person provided above in the needs assessment section describe where youth are most at risk of having problems (i.e., where the probability of having an event occur is relatively high). However, this information is not sufficient to determine where money should be spent. For instance, two areas which have equal rates but very different populations may deserve different amounts of money based in part on the magnitude of their target populations. An easy way to combine the rates and population numbers is to focus on the number of outcomes in a particular neighborhood (e.g., the number of violent youth deaths).[20]

Another example may help to illustrate why using the number of incidents may be sufficient for making funding decisions. If we were interested in the chance of contracting a particular illness, then the population-adjusted rate would be an appropriate indicator (e.g., number of cancer cases per 100,000 population). This information might be useful for telling us where to look for potential causes of the disease. On the other hand, if we were trying to decide where to locate a treatment facility, then we would be more concerned about the absolute number of cases found in different locations and not just the rates. This would help to maximize the number of people that the treatment facility could serve most effectively.

Table 1a

Indicators of Need for Additional Youth Services

Numbers per Police District, in the District of Columbia

Indicator	Years	Police District 1	2	3	4	5	6	7
Early Childhood Development								
Children (0-17) on Cash Assistance	1998	3,196	25	3,233	5,059	5,863	8,552	13,384
Children Failing to Meet Grade 1 Basic Math	1998	110	7	58	116	148	168	363
Children Failing to Meet Grade 1 Basic Reading	1998	115	6	52	113	128	173	320
K-12 Academic Progress								
Children Failing to Meet Grade 4-5 Basic Math	1998	568	31	414	619	564	962	1,314
Children Failing to Meet Grade 4-5 Basic Reading	1998	401	13	251	353	372	580	914
Number of LEP Students, Grades 1-5	1998	151	230	705	1,196	43	14	12
Health and Well-Being								
1. Physical Health								
Deaths, Ages 0-17	1990-1996	147	49	191	296	341	404	437
Infant Deaths	1990-1996	98	37	137	197	223	256	296
Low Birth-weights	1990-1996	331	136	457	633	662	756	932
2. Family Health								
Children in Families with Children in Protective Custody	1999	269	8	298	319	460	661	898
Children in Families with Substantiated Neglect Cases	1997	207	13	162	213	308	316	429
Teen Births, Ages 13-17	1990-1996	442	20	590	887	843	1,137	1,499
Crime and Victimization								
Violent Crime Victims, Ages 1-24	1998	276	74	268	323	333	339	435
Arrests, Ages 1-20	1993-1994	540	34	691	907	854	846	1,095
Population								
Children Age 1-17	1998	6,075	9,599	12,602	18,518	14,355	17,724	20,795

Sources: See text and relevant maps.

Results by Police District

For the reasons given above we are presenting a summary of our needs assessment *numbers* in Table 1a. We present these numbers by police district,[21] rather than ward, to avoid possible difficulties that might be associated with focusing on political jurisdictions. In Table 1a we can see that the need for additional services, as measured by a number of indicators, is highest in District 7 (based on all measures) and lowest in District 2. District 6 is 2nd based on all measures except for arrests and District 5 is generally third. Districts 1, 3, and 4 generally fall in between the other districts in terms of measured need.

At the bottom of Table 1a we present the total population numbers, age 1-17, by police district. This shows that one of the reasons that need is high in Districts 4, 6, and 7 is that they have high populations relative to other districts and that one reason District 2 is low is that they have a relatively small population. However, as we shall see below, the distribution of need does differ substantially from the population distribution.

Three striking patterns emerge in Table 1a. First, District 2 (in upper Northwest) has far fewer problems than any other district. Indeed District 2 has far fewer problems than District 1, which has a much smaller population. Second, the other Districts all appear to have large numbers of problems, suggesting that they all should receive ample funding. Third, the areas east of the Anacostia River (Districts 6 and 7) appear to have the greatest needs. Thus, it appears that areas East of the Anacostia River should receive the highest funding levels while those in upper Northwest should receive the least.

Percentage of Total Need in DC

While determining which areas should receive most (and least) funding is fairly straightforward, deciding exactly how much money to allocate to each district is more difficult. One method would be to allocate funds in proportion to a specific indicator of need, as suggested above. In Table 1b we show hypothetical distributions that would result from basing funding on each of the indicators shown in Table 1a. For instance Table 1b shows that 8 percent of all children receiving cash assistance in DC are in Police District 1, meaning that if funds were allocated according to children on cash assistance, District 1 would receive 8 percent of the total funds. Similarly the data indicate that District 7 should be allocated the largest amount of funds while District 2 would be allocated the least, regardless of which indicator was chosen. In addition Districts 6 and 7 (east of the Anacostia River) would by themselves receive over 39 percent of the total funding used while District 2 (upper Northwest) would receive less than 5 percent.

While there is a great deal of similarity across indicators, there are also some marked differences. For instance if we based allocations on children on cash assistance, District 7 would receive 34 percent of the resources available. On the other hand, if we based allocation on violent crimes, District 7 would receive only 21 percent of the resources available. In contrast Districts 1, 2, 3, and 4 would get more resources if violent crimes were used to allocate resources than if children on cash assistance were used.

Table 1b

Indicators of Need for Additional Youth Services

Percent of DC Total by Police District, in the District of Columbia

Indicator	Years	Police District 1	2	3	4	5	6	7	DC Total
Early Childhood Development									
Children (0-17) on Cash Assistance	1998	8%	0%	8%	13%	15%	22%	34%	100%
Children Failing to Meet Grade 1 Basic Math	1998	11%	1%	6%	12%	15%	17%	37%	100%
Children Failing to Meet Grade 1 Basic Reading	1998	13%	1%	6%	12%	14%	19%	35%	100%
K-12 Academic Progress									
Children Failing to Meet Grade 4-5 Basic Math	1998	13%	1%	9%	14%	13%	22%	29%	100%
Children Failing to Meet Grade 4-5 Basic Reading	1998	14%	0%	9%	12%	13%	20%	32%	100%
LEP Students, Grades 1-5	1998	6%	10%	30%	51%	2%	1%	1%	100%
Health and Well-Being									
1 Physical Health									
Deaths, Ages 0-17	1990-1996	8%	3%	10%	16%	18%	22%	23%	100%
Infant Deaths	1990-1996	8%	3%	11%	16%	18%	21%	24%	100%
Low Birth-weights	1990-1996	8%	3%	12%	16%	17%	19%	24%	100%
2 Family Health									
Children in Families with Children in Protective Custody	1999	9%	0%	10%	11%	16%	23%	31%	100%
Children in Families with Substantiated Neglect Cases	1997	13%	1%	10%	13%	19%	19%	26%	100%
Teen Births, Ages 13-17	1990-1996	8%	0%	11%	16%	16%	21%	28%	100%
Crime and Victimization									
Violent Crime Victims, Ages 1-24	1998	13%	4%	13%	16%	16%	17%	21%	100%
Arrests, Ages 1-20	1993-1994	11%	1%	14%	18%	17%	17%	22%	100%
Population									
Children Age 1-17	1998	6%	10%	13%	19%	14%	18%	21%	100%
Average Across Indicators									
Average across all except infant deaths and population		10%	2%	11%	17%	15%	18%	26%	100%

Sources: See text and relevant maps

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Choosing Among Indicators

Clearly some indicators of need are more important and reliable than others. Indeed one might be tempted to rely only on the "best" indicators of those in Table 1b, which would, arguably, be deaths and the incidence of low birth-weight babies. Using children on cash assistance as an indicator is problematic because not all eligible families apply for assistance and application rates among those eligible may vary considerably across different parts of the city. Test score data can be ruled problematic because the tests may be biased.[22] In addition not all students take the tests and not all schools report test score data. Finally crime statistics are probably misleading for a number of reasons. Both the victimization and arrest data are probably underreported relative to the true number of crimes in ways that vary across different parts of the city. As can be seen in Table 1b, both deaths and low birth-weights give almost identical allocations, with about 45 percent of funds going to Districts 6 and 7 (east of the Anacostia River), about 3 percent going to District 2, about 9 percent going to Districts 1 and 3 (each), and about 17 percent going to Districts 4 and 5 (each).

Combining Indicators

One could also argue that even though the other indicators of need are problematic we should include them in any formula for allocation. To see this, suppose that we wanted to compare two areas with equal numbers of deaths and low birth-weights, but very different numbers of violent crime victimizations. Probably the area with more violent crime victimizations should receive more funds, even though the number of deaths is the same. One could also argue that deaths are a better indicator of actual violent crime than reported victimizations and that therefore only deaths should be used. It would be harder to make such an argument for low test scores, premature births, or teen births. For this reason one could argue that we need to include all indicators in our allocation decision to obtain a more reasonable measure of overall need. One simple method of doing this is to take the average of all of the other indicators. We present this number at the bottom of Table 1b. Once again Districts 6 and 7 combined account for about half of the total need, while District 2 accounts for only about 1 percent. The other districts account for 11 percent to 16 percent each.

Even if we accept the idea that we need a measure that captures all of the indicators in Table 1b it is not clear that a straight average is ideal. Indeed it seems very likely that most policy-makers, parents, and society in general would want to put a much greater amount of effort into reducing deaths than to reducing premature births or low test scores. This suggests that instead of giving each indicator equal weight one should give higher weights to the more important indicators. We do not attempt to do this in Table 1b but note that the numbers presented in Table 1b provide a range within which such a weighted average would fall. For instance the highest number in the column for District 7 is 37 percent and the lowest number is 21 percent. Thus, no matter what weights were used[23] the allocation for District 7 would be somewhere between 21 and 37 percent of total funds. Giving children on public assistance or low Grade 1 test scores high weights would favor District 7 while giving violent crime victims or arrests high weights would favor the other districts, relative to District 7.

Since this is a large range it does seem important to decide how to weight the different indicators. We recommend considering two options. First, one could convene a group of stake-

holders and ask each of them how much they would pay to reduce one incident of each problematic outcome shown in Table 1b. Presumably these stakeholders would be willing to pay far more to reduce some outcomes (related to health) than others. One could ask them to discuss their recommended payments in an attempt to bring their numbers closer together, and then take an average of the resulting numbers. These numbers could then be used as weights for the indicators in Table 1b. An alternative approach would involve simply choosing one representative indicator, such as deaths, and allocating funds accordingly. This has the advantage of making the chosen indicator easier to explain to the general public and reducing the possibility that outsiders could accuse those dispersing the funds of not being objective in their decision-making.

Results by Ward

One problem with Tables 1a and 1b is that we were not able to develop police district level indicators of need for post-school success based on our data.[24] For this reason we also present numbers by ward in Table 2a.[25] The same general patterns emerge in Table 2a as in Table 1a. The Wards east of the Anacostia River (Wards 7 and 8 and part of Ward 6) have very high levels of needs while upper Northwest (Ward 3) has very little need based on all indicators. In addition, using children on cash assistance to allocate funds gives the area east of the Anacostia River a much larger allocation than other measures of need.

Table 2a

Indicators of Need for Additional Youth Services

Numbers per Ward, in the District of Columbia

Indicator	Years	Ward 1	2	3	4	5	6	7	8
Early Childhood Development									
Children (0-17) on Cash Assistance	1998	3,506	2,402	21	2,891	4,903	5,951	7,846	11,792
Children Failing to Meet Grade 1 Basic Math	1998	49	51	3	95	130	145	164	334
Children Failing to Meet Grade 1 Basic Reading	1998	46	45	4	94	111	150	162	298
K-12 Academic Progress									
Children Failing to Meet Grade 4-5 Basic Math	1998	344	325	20	481	466	663	937	1,220
Children Failing to Meet Grade 4-5 Basic Reading	1998	204	220	8	280	315	418	566	856
Post-School Success									
Youth Dropped Out and Unemployed, Ages 16-19	1990	503	299	47	363	429	647	598	868
Youth Unemployed, Ages 16-19	1990	394	362	40	440	368	293	399	743
Youth Dropped Out, Ages 16-19	1990	834	404	75	469	551	749	802	1,052
Health and Well-Being									
1. Physical Health									
Deaths, Ages 0-17	1990-1996	220	107	42	168	301	261	354	412
Infant Deaths	1990-1996	152	75	32	109	202	179	220	275
Low Birth-weights	1990-1996	474	297	105	381	578	558	668	846
2. Family Health									
Children in Families with Children in Protective Custody	1999	252	174	7	181	424	399	578	782
Children in Families with Substantiated Neglect Cases	1997	166	140	9	125	264	276	268	400
Teen Births, Ages 13-17	1990-1996	716	320	18	496	745	744	1,012	1,367
Crime and Victimization									
Violent Crime Victims, Ages 1-24	1998	254	264	28	205	287	317	298	395
Arrests, Ages 1-20	1993-1994	731	445	30	538	778	742	726	977
Population									
Children Age 1-17	1998	13,637	7,208	8,234	11,898	12,647	10,975	15,586	19,479

Sources: See text and relevant maps

Table 2b (in Appendix C) presents the distributions of need by ward as a percent of the total need in DC. Once again upper Northwest (Ward 3) has low need while the areas east of the Anacostia River (Wards 7 and 8) have high need. In addition the new measures of need (under post-school success) all have percentages that are generally within the range of those for the other indicators. For instance 8 to 12 percent of funds would be allocated to Ward 1 based on the post-school measures of need while the other measures give a range from 5 to 13 percent. Similarly Ward 8 would receive 21 to 24 percent of funds based on the post-school measures while it would get between 19 and 34 percent of funds based on the other measures. Finally, as shown in the last two rows of Table 2b, the overall average percents (across all indicators) change very little when the post-school success measures are removed. This suggests that the results presented in Table 1b would also change little with the addition of these new indicators.

The "Cutoff" Option

One last option that could be considered when making funding decisions would be to try to focus the money on areas of greatest need, i.e., fund only those neighborhoods above some cutoff point based on the rates presented in Section II. For instance it could be argued that upper Northwest has rates that are so low that it would probably be very expensive to lower their rates further. In addition, from an equity perspective it could be argued that one should fund those areas most in need first and leave the others for later. There are some problems with this option. First, there is no clear cutoff point. For instance one could choose to fund only the area in greatest need, to fund the top half of areas based on need, or to cut off only the area with the least need. There is no clear rationale for choosing among these options, so any decision about a cutoff is likely to be questioned. Second, it is not clear that youth who are having problems in the better-off areas of the city are any less in need than youth in other areas of the city. These considerations should be kept in mind if the cutoff option is chosen.

Capacity and Use of Services by Police District

As discussed above, we recommend focusing on the needs data when making funding allocation decisions across different areas of the city. Data on service capacity and use could also be helpful for two reasons. First, capacity data could help determine where one could spend additional funds and expect to see a quick increase in the provision of youth services. Second, data on the use of services can provide some information concerning the need for more quality, as opposed to quantity, of youth services. For instance, an area that has high needs and low use might be allocated additional funds to increase quantity of services. Alternatively, an area that has a similar level of need, but already has high service use, would presumably be encouraged to increase the quality or appeal of existing services. As a consequence we present numbers on the capacity and use of youth services to supplement the information on youth needs.

In Table 3a we present weekly hours of capacity and use of services per youth by Police District.[26] In general we find the highest hours of service per youth in Districts 1 and 2 (downtown and upper Northwest, respectively) and the fewest in Districts 6 and 7 (east of the Anacostia River). Districts 3, 4, and 5 are mixed. Importantly, the areas with the greatest problems per youth (as shown in the maps) are generally those with fewest hours of direct service activities to youth, suggesting that these are the areas most in need of additional youth activities. For instance District 2 appears to have very high participation in youth activities and few problems. In the other districts it appears that use is fairly low and problems are fairly high. These numbers have to be interpreted carefully, however, as they might indicate either limited availability of services or limited interest in services. In either case, these data suggest that attention should be directed toward increasing the use of services in Districts 6 and 7.

There is one exception to this general pattern. As shown in Table 3a, District 1 has a large number of hours per youth of service. At the same time District 1 also has large numbers of problems, as previously shown in Table 1b. This relationship can occur for two reasons. First, many youth may visit District 1 to participate in youth activities who do not live there. Second, some providers may have listed their main office address in place of the address where services are actually provided. Regardless, this suggests that there is not a lack of providers in District 1, but rather the providers are not adequately engaging the youth who live there to participate.

Early Childhood Development: The first two rows of Table 3a provide data on weekly hours of child care capacity[27] for infants (below the age of 1) and toddlers (ages 1-3). For infants we find that weekly hours of capacity are highest in Districts 1 and 3 (around 40 hours per week); medium in Districts 2, 4, and 5 (around 20 hours per week); and lowest in Districts 6 and 7 (around 10 hours per week). At face value these data suggest that much greater child care capacity is needed in Districts 6 and 7. This conclusion should be reached with some caution, however, as it is possible that many people in these Districts may prefer to have child care provided nearer to their places of work, which may often be in other Districts, and in particular in District 1.

Table 3a

Capacity and Use of Youth Services

by Police District, in the District of Columbia

	Police District						
	1	2	3	4	5	6	7
EARLY CHILDHOOD DEVELOPMENT							
Licensed Capacity: Hours of Child Care per Population							
Infants (Age <1)	41	19	40	19	23	12	
Toddlers (Age 1-3)	102	53	58	38	38	17	
SCHOOL-AGE DEVELOPMENT, FALL PROGRAMS							
Weekly Hours per Youth (5-17)							
Overall Hours							
Youth Services Used	26.59	14.88	8.40	5.43	5.97	6.39	4.83
Facility Capacity for Youth Services	55.15	27.47	23.09	18.95	20.06	14.56	17.55
Weekly Hours Used per Youth by Subject[1]							
Academic	12.32	3.30	2.85	1.56	3.17	2.85	1.76
Recreational	6.76	8.53	3.12	1.19	1.35	1.95	0.81
Cultural	3.96	4.87	1.70	0.64	0.88	0.61	0.22
Athletics	2.06	3.11	0.42	0.29	0.30	0.38	0.12
Other	0.74	0.54	0.99	0.26	0.17	0.95	0.47
Work-Related	2.23	0.97	0.10	0.28	0.13	0.22	0.54
Community Service[2]	0.33	0.62	0.00	0.12	0.26	0.13	0.07
Health[2]	0.00	0.00	0.00	0.00	0.29	0.02	0.18
Safety[2]	0.00	0.05	0.00	0.36	0.01	0.04	0.15
POPULATION							
Infants (Age <1)	485	709	827	1192	839	897	1270
Toddlers (Ages 1-3)	1141	1752	2596	3742	2813	3698	3781
Youth (Ages 5-17)	4480	7332	9225	13521	10711	12896	14981

[1] When multiple subjects were reported, hours were divided evenly among them.

[2] Schools only. See text for details.

Sources: Child Care: 1998 Survey of Child Care Providers; Youth Activities: 1999 DC Out-of-School Activities Survey; Population: DC State Data Center, 1998.

School-Age Development: The next two sections of Table 3a describe weekly hours of services for school-age youth (ages 5-17). Hours of activities are presented here because they avoid the double-counting that would be found by counting total number of youth served in each program and adding across programs. Indeed all districts show higher enrollment in youth activities than there are youth in the population. This happens because youth participate in multiple activities, both within and across providers.

These data include both the services provided outside of school and the after-school services provided by schools. Most of the hours in Table 3a are from non-school providers, except for the hours of community, health, and safety activities, which are for schools only, and in Ward 5, where most hours are for schools. In addition the survey data did not include capacity numbers for schools, so capacity for schools was estimated based on the 75th percentile of the distribution of hours per youth by school (see Appendix F for details). In Table 3c (in Appendix C) we present the hours for non-school providers alone. The patterns are similar to those discussed here.

Hours of youth services used are found to be highest in District 1 (around 22 per week), medium in Districts 2 and 3 (14 and 9 hours per week), and lowest in Districts 4, 5, 6, and 7 (5-6 hours per week). Once again downtown and upper Northwest (Districts 1 and 2) appear best off while east of the Anacostia River appears worst off in terms of youth services.

The fourth line in Table 3a shows the facility capacity for youth services. This is the number of hours of youth services these providers could provide without adding additional buildings. We present these numbers as an estimate of how much providers could easily increase their services. Additional increases would presumably take longer because it would require building additional facilities.

The distribution of the capacity numbers is similar to the use numbers but more than twice as large. Capacity is highest in Districts 1 and 2 (at 60 and 32 hours per week respectively), medium in Districts 3 and 4 (around 25 hours per week), and lowest in Districts 5, 6, and 7 (at 18-20 hours per week). Once again this suggests that the areas east of the Anacostia River are most in need. However it should be kept in mind that the lowest capacity number (18 hours per week in District 7) is almost as high as the highest use number (22 hours per week in District 1). Based on this comparison it appears that there is very ample facility capacity for youth services in all areas of the District. What may be lacking, however, is sufficient staff to provide services in these facilities. Alternatively it is possible that at this time youth are not interested in participating in the activities currently offered.

Services by Subject: The third section of Table 3a presents weekly hours of school-age services used per youth by subject area. These add up to less than the total hours of services used because they do not include general services (day care, mentoring, and life-skills/enrichment). See Appendix F for precise definitions of each subject area.

Table 3a suggests that few hours of academic extracurricular activities are provided in any area. District 1 is highest at 7 hours per week. Districts 2, 3, 5, and 6 are around 3 hours per week while Districts 4 and 7 are around 2 hours per week.

One could argue that these numbers indicate a greater need for academic activities for youth, especially in Districts 4 and 7. However it may be the case that recreational activities are a far more effective way of keeping kids out of trouble than academic ones are. Indeed District 2 (upper Northwest), which has very low rates of problems (crime, etc.) and high rates of academic success, has the highest hours of recreational activities per youth (around 8) and about the same number of hours of academic activities (around 3) as other parts of the city. At the same time, District 1, which has the highest hours of academic programs, also has fairly high indicators of need (crime, etc.) and low levels of academic success, combined with fewer hours of recreational activities (around 6) than District 2. District 3 has about 3 hours per week of recreational activities while Districts 4, 5, 6, and 7 have fewer than 2 hours per week per youth. These data appear to support the need for more recreational activities, especially outside of District 2.

Recreational activities include arts and cultural activities as well as sports and a variety of other activities. Within recreational activities, cultural activities are the largest category in all districts, comprising about ½ of all recreational activities (based on hours of use), except in Districts 6 and 7, where other (clubs, computer and video games, etc.) is the largest category. Athletics are highest in District 2 at about 3 hours per week, average 2 hours per week in District 1, and are below 0.5 hours per week in all other Districts. Hours of other activities are below 1 hour per week in all Districts.

Hours of work-related programs (which exclude employment) are below three hours per week in all areas, highest in District 1 (at 2.3 hours per week), 2nd highest in District 2 (at 1 hour per week), and below 0.6 hour per week in the other districts. Hours of community service, health, and safety are never over one-half hour per week. Interestingly, health is highest in Districts 1 and 5 and also high in Districts 6 and 7. Similarly, safety activities are highest in District 7 and relatively low in District 2. Thus it appears that District 2 does not have as much use of these types of activities. This may be because of a perceived lack of need in District 2 due in part to the high use of the other types of activities.

Needs Based on Current Use: In Table 3b, hours of use of youth services are used to create a needs measure which could be used to inform funding allocation decisions in the same way that the numbers in Table 1b were used. Hours needed to reach 22 per week (1 above the highest observed at the district level) are presented in the 2nd row of Table 3b. These hours are multiplied by the population age 5-17 to calculate total need for school-aged services in the District (shown in the 3rd row). The last row shows each police district's total hours as a percent of the total across all districts.

Interestingly, this indicator of need provides a picture fairly similar to that shown in Table 1b. The averages of the measures of need across indicators in the last row of Table 1b are almost identical to those in Table 3a for Districts 3-6. The major differences between these two tables are that Districts 1 and 7 show less need based on use of services (Table 3b) than they do based on the other indicators (Table 1b). This suggests that these Districts should probably focus their efforts more on increasing the quality of services provided than on quantity, relative to providers in other districts.

Table 3b

Youth Services Needs Based on Current Use

by Police District, in the District of Columbia

	Police District							
	1	2	3	4	5	6	7	Total
SCHOOL-AGE PROGRAMS, NEEDS								
Weekly Hours of Need, Fall Programs								
Weekly Hours of Youth Services Used, per Youth	26.59	14.88	8.40	5.43	5.97	6.39	4.83	
Additional Weekly Hours Needed per Youth to Reach 27	0.4	12.1	18.6	21.6	21.0	20.6	22.2	
Weekly Hours of Need, Total for Police District[1]	1,833	88,833	171,551	291,706	225,246	265,811	332,059	1,377,039
Distribution of Need for Additional Services Across the City	0.1%	6.5%	12.5%	21.2%	16.4%	19.3%	24.1%	100%
Weekly Hours of Need, Summer Programs								
Weekly Hours of Youth Services Used, per Youth	21.95	24.11	13.02	6.36	8.54	5.71	5.70	
Additional Weekly Hours Needed per Youth to Reach 27	5.0	2.9	14.0	20.6	18.5	21.3	21.3	
Weekly Hours of Need, Total for Police District[1]	22,610	21,163	128,919	279,024	197,687	274,528	319,128	1,243,060
Distribution of Need for Additional Services Across the City	1.8%	1.7%	10.4%	22.4%	15.9%	22.1%	25.7%	100%
POPULATION								
Youth (Ages 5-17)	4,480	7,332	9,225	13,521	10,711	12,896	14,981	73,146

[1] Weekly hours needed per youth times the number of youth.

Sources: Child Care: 1998 Survey of Child Care Providers; Youth Activities: 1999 DC Out-of-School Activities Survey; Population: DC State Data Center, 1998.

VII. Conclusion

The indicators of need summarized in this report suggest that the areas east of the Anacostia River should receive about 40-50 percent of available resources while the upper Northwest should receive a relatively small share of the new resources. Other areas should receive varying amounts. Most indicators show similar patterns of need. While these numbers should be kept in mind when making allocation decisions, we would also recommend using the expert opinion and parental input presented above, as well as additional sources of information, to make the most informed decisions possible to optimally serve DC youth.

The findings also suggest that the hours of available capacity for youth services appear to be more than double the hours of actual use in all areas of the city. The reasons for this pattern are beyond the scope of the study. It could be due to the types of services provided, the hours of service, and/or the quality of services. It could also be that low utilization during some hours or for some youth is a necessary and important part of the overall service picture. More analysis of different types of services, their effectiveness, and the hours of service would be needed before coming to any conclusions along these lines.

Appendices

Appendix A: Recommendations for Future Reports

Following are suggestions for future work in this area.

1. *Provide More Time for Planning:* We were given only eight weeks to conduct these assessments. More time was needed to plan, interact with current decision-makers, and pre-test the survey instrument.

2. *Ask More/Different Questions:*

   a) Ask about average hours per year, hours per week, and weeks per year (in that order) for children served by each program.

   b) Ask for total children first, then by age (or find a better way to get at the age issue)

   c) Add "Other" category to the "What" type of activity question.

   d) Specify answers to distinguish between missing versus no or none.

3. *Multi-Step Process:* Mail surveys first, then follow up with phone calls and interviews, and finally conduct in-person interviews for the larger providers.

4. *Starting at the Top:* Obtain letters of agreement from influential stake-holders (i.e. the school superintendent, WIN for faith-based organizations, etc.) to convince others to participate in survey.

5. *Coordinate with Others:* Coordinating with other surveys and using internal means of communication (e.g., the fax list maintained by the school superintendent) should also help.

6. *Allow for Automated Responses:* Give out a Web site and telephone number for respondents to contact at any time and answer the survey.

7. *Use Technology*: Use CATI form to check responses as they are being given

8. *Management:* Use one group (not three) to help coordination—especially for the interviews.

9. *Developing the List:* Use the snowball method—ask providers on current list to identify others.

10. *More Time for Large Providers*: In addition to conducting in-person interviews, try to contact many people at each large provider (i.e., one for each set of activities) so as not to tire any one respondent out.

Appendix B: Data Sources

DC Action for Children, "Guide to Accessing Information in the District of Columbia," March 1998, Washington, D.C.

DC Agenda

DC Parks and Recreation

The Urban Institute

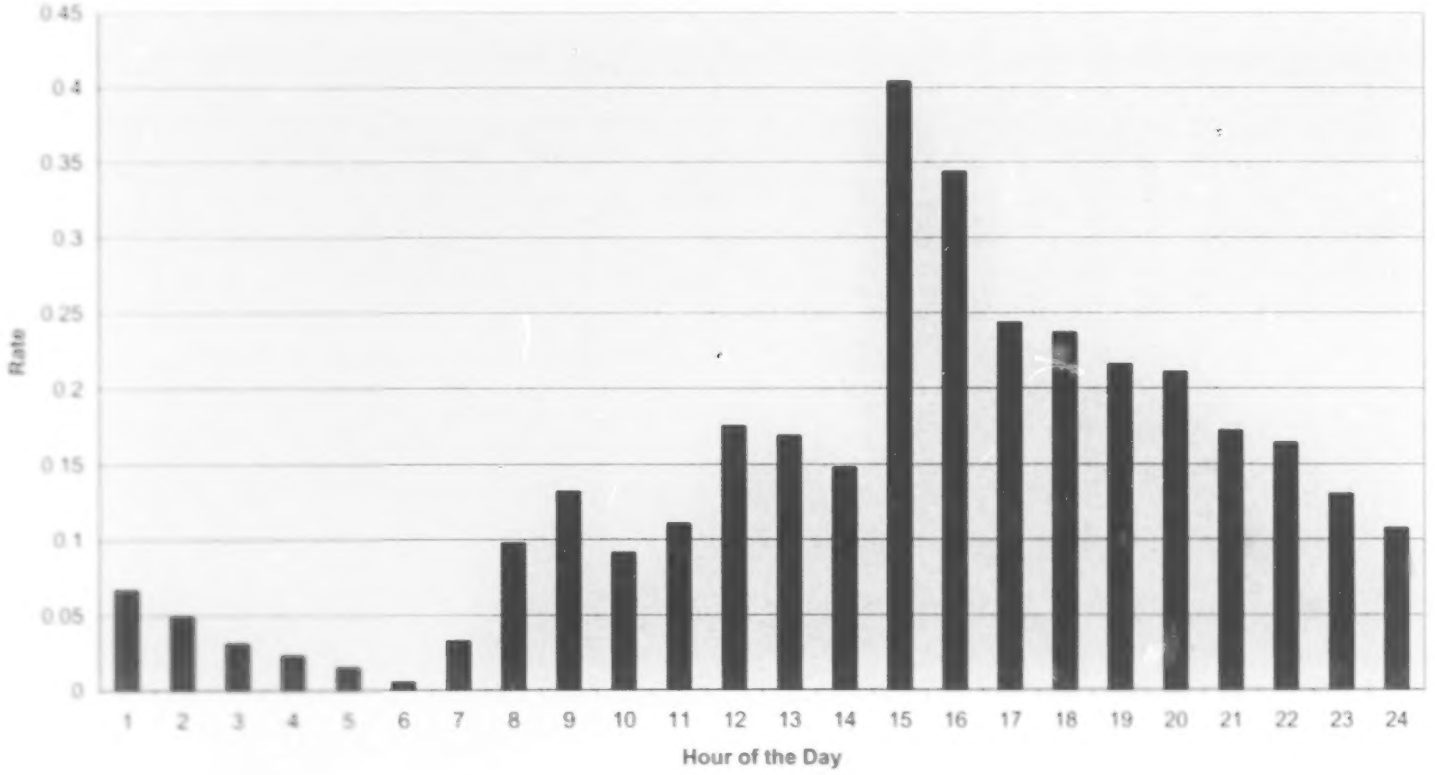
Washington Post Web site

DC Metropolitan Police

Metropolitan Council of Governments

Appendix C: Additional Tables

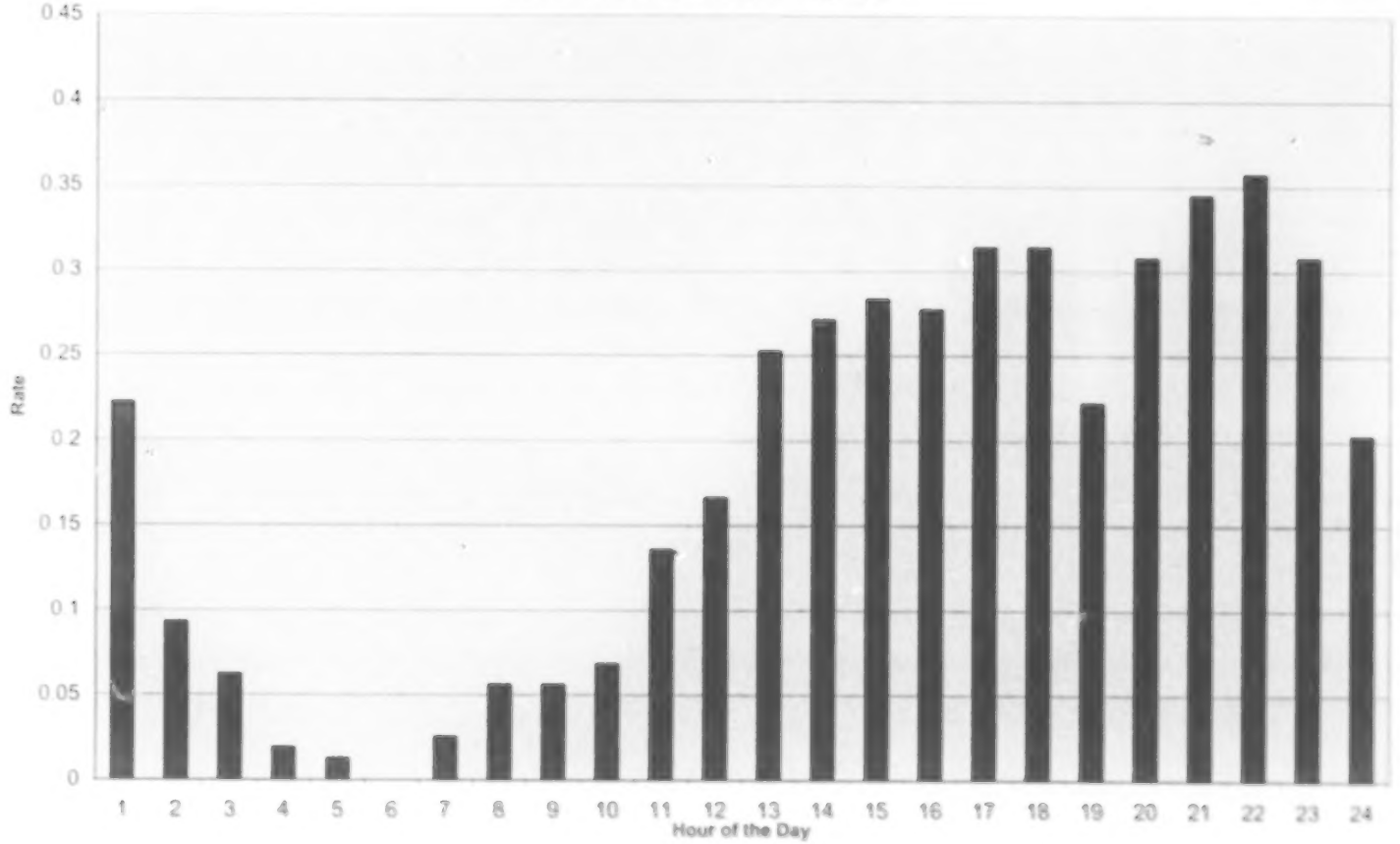
Chart II.E.2.c
Total Violent Crime Victimization per Hour, Age 1-17,
Weekdays during the School Year (9/1 - 6/14)
in the District of Columbia, 1998



Note: Weekdays go from Sunday at 6:00 p.m. to Friday at 6:00 p.m.

Source: DC Metropolitan Police Department Capacity and Needs Assessments

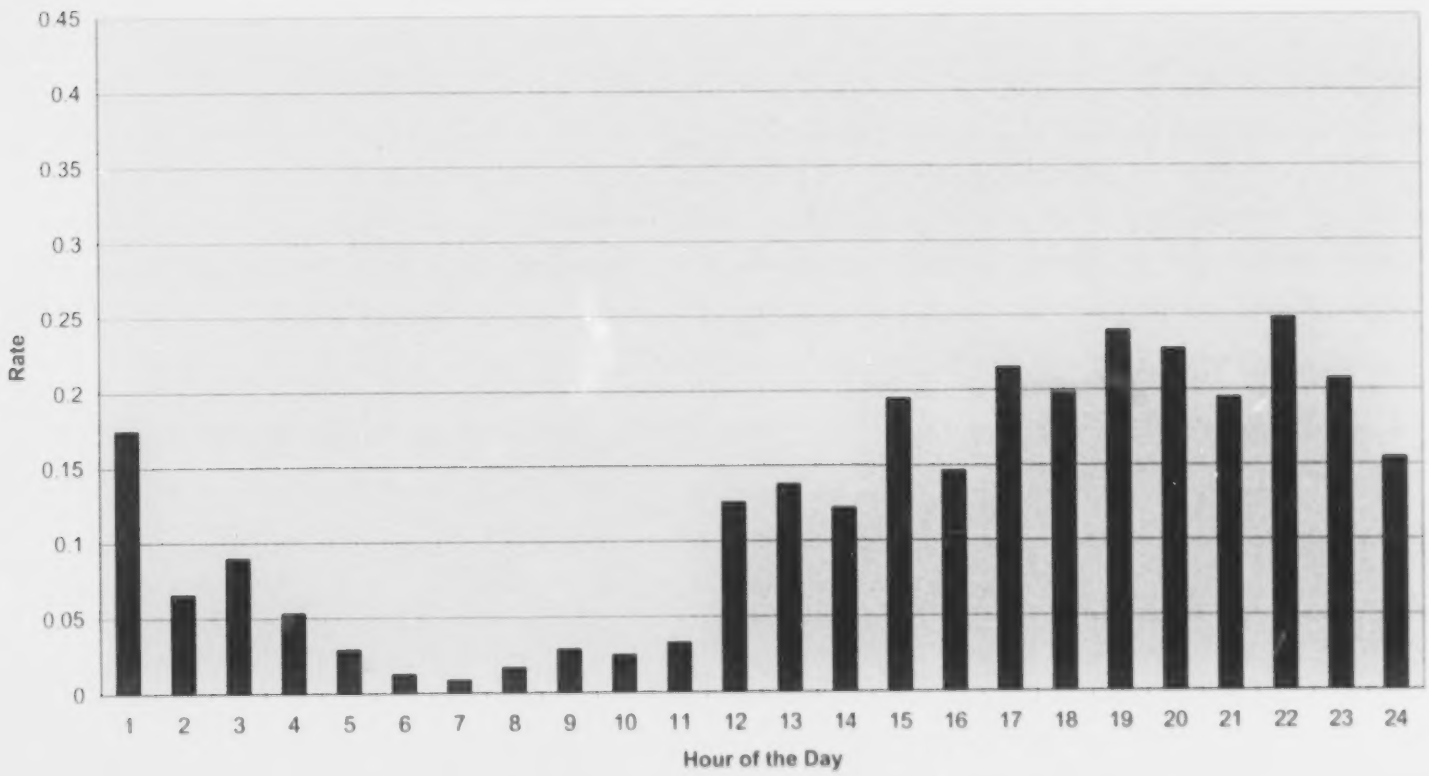
Chart II.E.2.d
Total Violent Crime Victimization per Hour, Age 1-17,
Weekdays in the Summer (6/15-8/31)
in the District of Columbia, 1998



Note: Weekdays go from Sunday at 6:00 p.m. to Friday at 6:00 p.m.

Source: DC Metropolitan Police Department

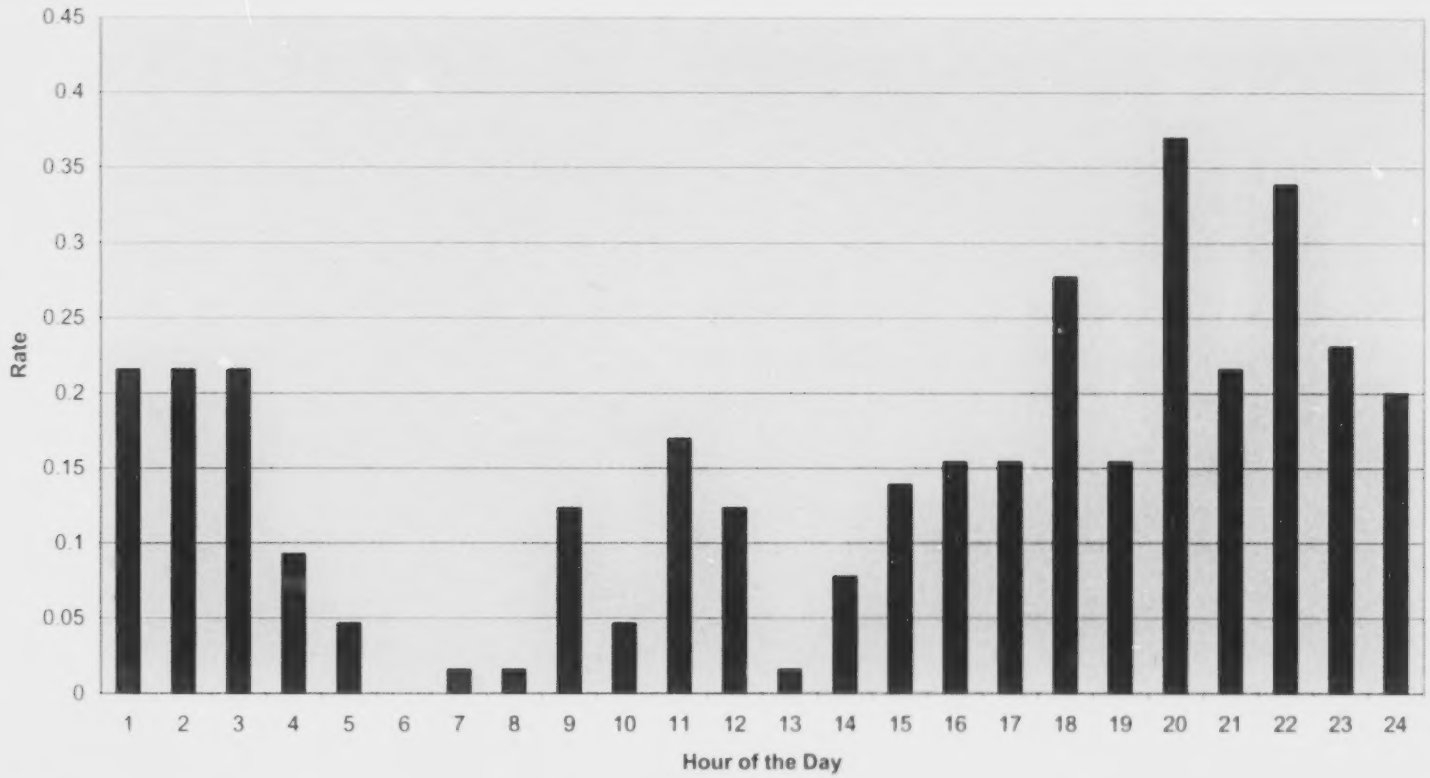
Chart II.E.2.e
Total Violent Crime Victimization per Hour, Age 1-17,
Weekends during the School Year (9/1 - 6/14)
in the District of Columbia, 1998



Note: Weekdays go from Sunday at 6:00 p.m. to Friday at 6:00 p.m.

Source: DC Metropolitan Police Department
Capacity and Needs Assessments

Chart II.E.2.f
Total Violent Crime Victimization per Hour, Age 1-17,
Weekends in the Summer (6/15-8/31)
in the District of Columbia, 1998



Note: Weekdays go from Sunday at 6:00 p.m. to Friday at 6:00 p.m.

Source: DC Metropolitan Police Department

Table 2b

Indicators of Need for Additional Youth Services

Percent of DC Total by Ward, in the District of Columbia

Indicator	Years	Ward 1	2	3	4	5	6	7	8	DC Total
Early Childhood Development										
Children (0-17) on Cash Assistance	1998	9%	6%	0%	7%	12%	15%	20%	30%	100%
Children Failing to Meet Grade 1 Basic Math	1998	5%	5%	0%	10%	13%	15%	17%	34%	100%
Children Failing to Meet Grade 1 Basic Reading	1998	5%	5%	0%	10%	12%	16%	18%	33%	100%
K-12 Academic Progress										
Children Failing to Meet Grade 4-5 Basic Math	1998	8%	7%	0%	11%	10%	15%	21%	27%	100%
Children Failing to Meet Grade 4-5 Basic Reading	1998	7%	8%	0%	10%	11%	15%	20%	30%	100%
Post-School Success										
Youth Dropped Out and Unemployed, Ages 16-19	1990	13%	8%	1%	10%	11%	17%	16%	23%	100%
Youth Unemployed, Ages 16-19	1990	13%	12%	1%	14%	12%	10%	13%	24%	100%
Youth Dropped Out, Ages 16-19	1990	17%	8%	2%	10%	11%	15%	16%	21%	100%
Health and Well-Being										
1. Physical Health										
Deaths, Ages 0-17	1990-1996	12%	6%	2%	9%	16%	14%	19%	22%	100%
Infant Deaths	1990-1996	12%	6%	3%	9%	16%	14%	18%	22%	100%
Low Birth-weights	1990-1996	12%	8%	3%	10%	15%	14%	17%	22%	100%
2. Family Health										
Children in Families with Children in Protective Custody	1999	9%	6%	0%	6%	15%	14%	21%	28%	100%
Children in Families with Substantiated Neglect Cases	1997	10%	8%	1%	8%	16%	17%	16%	24%	100%
Teen Births, Ages 13-17	1990-1996	13%	6%	0%	9%	14%	14%	19%	25%	100%
Crime and Victimization										
Violent Crime Victims, Ages 1-24	1998	12%	13%	1%	10%	14%	15%	15%	19%	100%
Arrests, Ages 1-20	1993-1994	15%	9%	1%	11%	16%	15%	15%	20%	100%
Population										
Children Age 1-17	1998	14%	7%	8%	12%	13%	11%	16%	20%	100%
Averages Across Indicators										
Average across all indicators except infant deaths and population		11%	8%	1%	10%	13%	15%	17%	26%	100%
Same without post-school success		10%	7%	1%	9%	14%	15%	18%	26%	100%

Sources: See text and relevant maps.

Table 3c

Capacity and Use of Non-School Youth Services, Fall

by Police District, in the District of Columbia

	Police District						
	1	2	3	4	5	6	7
SCHOOL-AGE DEVELOPMENT, FALL PROGRAMS							
Weekly Hours per Youth (5-17)[1]							
Overall Hours							
Youth Services Used	15.43	10.22	6.17	3.37	1.91	3.28	2.53
Facility Capacity for Youth Services	40.34	20.18	13.74	14.63	7.42	6.70	8.81
Weekly Hours Used per Youth by Subject							
Academic	2.65	1.17	0.89	0.63	0.42	0.41	0.47
Recreational	5.56	7.22	2.98	1.01	0.94	1.62	0.70
Cultural	3.40	4.34	1.66	0.61	0.66	0.46	0.19
Athletics	1.75	2.52	0.37	0.15	0.17	0.23	0.07
Other	0.41	0.35	0.94	0.25	0.11	0.93	0.45
Work-Related	2.23	0.97	0.10	0.07	0.13	0.22	0.54
POPULATION							
Infants (Age <1)	485	709	827	1,192	839	897	1,270
Toddlers (Ages 1-3)	1,141	1,752	2,596	3,742	2,813	3,698	3,781
Youth (Ages 5-17)	4,480	7,332	9,225	13,521	10,711	12,896	14,981

[1] When multiple categories were reported, hours were divided evenly among those categories.

Sources: Child Care: 1998 Survey of Child Care Providers; Youth Activities: 1999 DC Out-of-School Activities Survey; Population: DC State Data Center, 1998

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Appendix D: School-Aged Youth Services Provider Survey

Pre-Survey Data Collection

Georgetown University took the lead in developing the list of providers and managing the data collection effort. After an initial meeting of Georgetown, UDC, and Urban Institute staff, Georgetown (GT) staff began to compile a list of out-of-school service providers in the District. The GT Staff amassed organization names and contact information from a number of sources. These sources include:

- DC Agenda
- DC Cares Directory
- DC Public Schools
- Greater Washington Urban League 1999 Guide to Summer Camps & Enrichment Programs
- Internet Searches
- Parenting Ed Directory
- Prevent Child Abuse Directory
- Urban Institute
- Telephone Listings

These sources provided approximately 2,500 organizations. GT staff eliminated duplicate organizations and obvious non-service providers. The final list contained 1,639 organizations (the "master list"). At this time, GT staff divided the master list into three categories: schools, faith-based organizations, and other service providers ("other providers"). Schools represented 235 of the organizations, faith-based organizations accounted for 720 of the organizations, and GT staff classified the remaining 684 organizations as other providers.

Survey Methods

GT staff developed tailored approaches for each of the three groupings of service providers in order to gain the most information. For faith-based organizations and other service providers, GT staff utilized a survey tool created by the Urban Institute to collect the necessary information. Recognizing that faith-based organizations may be more difficult to contact, the surveyors attempted the original phone call over the weekend. Follow-up calls were completed throughout the month of July. After a range of one to four unsuccessful telephone calls to a faith-based organization, GT staff would deem that organization to be unreachable. Other service providers were contacted during July. After six unsuccessful phone calls these providers were deemed unreachable.

A different survey tool was used to collect information from the schools. GT staff received a completed survey from the DCPS Office of the Superintendent detailing activities offered at the public schools. (This survey was completed in February 1999 by approximately 80 percent of the DC Public Schools.) Using this survey as a starting point, GT staff contacted schools to expand the available information. Specifically, schools were called and then sent the survey via fax. Additionally, GT staff used the same survey to contact private and charter schools located in the District.

Survey Counts

The following is an overview of the outcomes of attempts to contact and survey faith-based organizations, schools, and other providers.

I. No contact (147 organizations). Presumably the service providers (other providers, faith-based organizations) in this category no longer conduct business or they do not offer service for children and youth. Included in this category are those:

- Whose contact information was incorrect or for whom there is no current telephone listing
- Whose number is not in service/disconnected
- Who are no longer in business

II. Live phone number, no response (569 organizations). It is possible that service providers in this category (schools, faith-based organizations, other providers) are in business and may provide services to children and youth. Outcomes for this category of organizations include:

- No one answers
- For other providers, six phone call attempts were made
- For faith-based organizations, three phone call attempts were made due to time constraints (414 faith-based organizations)
- No one available to answer questions (seasonal program, large organizations that could not complete the survey over the telephone)
- Message was left on machine/voicemail and no one returned message
- Survey faxed to faith-based organization or other provider but no response returned

III. School was faxed survey but didn't respond (119 organizations). GT staff provided schools by fax with either (1) a copy of a survey that the school completed in February 1999 that lists their out-of-school activities or (2) a blank survey. GT staff asked schools either to supplement the existing survey or to complete a survey in full. Schools were given several days to complete the survey. Following this time, GT staff made multiple follow-up phone calls to the non-responsive schools. Ninety-eight schools did not respond to our fax. Additionally, data collectors could not contact 21 schools due to time constraints.

IV. Organization does not provide out-of-school services to children and/or youth (214 organizations). These organizations are in business but do not provide services specifically for children and/or youth.

V. Organization was actually the duplicate of another in our list (48 organizations). Even after initial screening, several duplicates remained that were later discovered during the survey process.

VI. Organization is uncooperative/unwilling to participate. Nine organizations verified that they do indeed provide services for children and youth but were not willing to participate in the survey.

VII. Complete survey. Data collectors contacted and interviewed 475 service providers, yielding information on programs for children and youth. Of those organizations that completed surveys, 91 were faith-based organizations, 87 were schools, and 297 were other providers.

VIII. Data entered. After data entry procedures were completed we ended up with 1,472 records for separate programs. This includes multiple records for each non-school provider but only one record for each school provider. In addition, while we only have survey data on 87 schools we were able to use Common Core data to extrapolate to provide estimates for 194 schools. While the data are impressive we do caution that smaller providers are likely to have been missed. In addition only four charter schools were covered.

IX. Response rates. Of the providers on our lists we estimate an overall 53 percent response rate. For faith-based organizations we estimate a 34 percent rate; for schools, a 42 percent rate; and for other providers, an 82 percent response rate. These estimates adjust for the fact that some of the providers we did contact say that they do not provide services for youth in DC.

Samples of the school and other provider surveys are provided on the following pages.

DC SCHOOLS

DC Children and Youth Out-of-School Activities

Organization ID

Contact Person (if different from Organization Contact Person)

Tel # ( ) -

Fax # ( ) -

Email Address

OUT-OF-SCHOOL ACTIVITIES

	Funding Source	# of children served	Avg. hours	Season Fall Spring	Winter Summer
I. Extended Education					
☐ After School Care					
☐ Before School Care					
☐ Computer Clubs					
☐ Foreign Language Club(s)					
☐ Future Business Leaders of America					
☐ Future Teachers of America					
☐ Garden Clubs					
☐ Mathematics Club					
☐ News Paper Production					
☐ Odyssey of the MIND					
☐ S.A.T. Preparation					
☐ Saturday S.T.A.R.S.					
☐ Travel Clubs					
☐ Tutoring					
☐ Year Book Staff					
☐ Other:					
_____					
_____					
_____					
_____					
_____					
II. Youth Employment					
☐ Internships					
☐ Other					
_____					
_____					
_____					
III. Athletics and Sports Activities					
☐ Aerobics Clubs					
☐ Archery Team					
☐ Basketball Teams					
☐ Billiards (Pool) Clubs					
☐ Boating Teams					
☐ Boxing Teams					
☐ Double Dutch Teams					
☐ Field Hockey Teams					

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		Funding Source	# of children served	Avg. hours avg. hrs/child/week	Season F=fall W=winter Sp=spring Su=summer
☐	Fishing Clubs				
☐	Fitness Training Clubs				
☐	Football Teams				
☐	Golf Teams				
☐	Hiking Clubs				
☐	Horse Back Riding Clubs				
☐	International Sports				
☐	Lacrosse Teams				
☐	Marshal Arts (Karate, etc)				
☐	Skiing Clubs				
☐	Soccer Teams				
☐	Spelunking Clubs (exploring caves)				
☐	Sports Activities (Girls & Boys)				
☐	Swimming Teams				
☐	Table Tennis Teams				
☐	Tennis Teams				
☐	Whitewater Rafting Team				
☐	Wrestling Teams				
☐	Other:				
	_____				
	_____				
	_____				
	_____				
	_____				

IV. **Performance Training (The Arts and other Cultural Programs)**

A.	**Dance**				
☐	African				
☐	Ballet				
☐	Folk				
☐	Hand				
☐	Modern				
☐	Tap				
☐	Other:				
	_____				
	_____				
	_____				
B.	**Choirs**				
☐	Glee Club				
☐	Show Choir				
C.	**Music**				
☐	Bands				
☐	Drummers				
☐	Ensembles				
☐	Other:				
	_____				
	_____				
	_____				

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	Funding Source	# of children served	Avg. hours avg hrs/child/week	Season F=fall W=winter S=spring U=summer
D. Arts and Crafts				
☐ Ceramics				
☐ Sculpture				
☐ Other:				
E. Support				
☐ Cheerleaders				
☐ Flag Twirlers				
☐ Majorettes				
☐ Pom Pom Squad				
☐ Other:				

V. Community Service, Civil Education, Leadership, Development, Citizenship

☐ Boy Scouts/Girl Scouts				
☐ Boys II Men Clubs				
☐ Camp Fire Girls				
☐ Chess Clubs				
☐ Cotillion and Boutillions				
☐ Internships (Unpaid)				
☐ JROTC				
☐ Ladies of Distinction Clubs				
☐ Rites of Passage				
☐ The Student Leadership Conference				
☐ The Gold Tie Clubs				
☐ Other:				

VI. Health and Education Awareness

Drug Prevention

☐ Just Say No Clubs				
☐ National Red Ribbon Week				
☐ Other:				

VII. Safety

Violence Prevention

☐ Meditation Groups				
☐ The Peacekeepers				
☐ Other				

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DC Children and Youth Out-of-School Activities

Organization Sheet

Organization ID: | | | | | | | |

Name of Organization | | | | | | |

DC Children and Youth Out-of-School Activities

Program Name:

Organization ID

Program ID

Contact Person (if different from Organization Contact Person)

Tel # ( ) -

Fax # ( ) -

Email Address

For each program please give us the following information:

WHAT?

General (a variety of activities)

- Daycare/Daycamp/Recreational Center (group)
- Mentoring (one-on-one)
- Life-Skills/Enrichment (to improve a variety of skills)

Academic

- Tutoring (one-on-one)
- Academic Club
- Other Academic

Recreational

- Art, Music, Choir, Drama
- Sports
- Other Club (e.g. Scouts)
- Computer/Video Games
- Cultural Activities
- Other Recreational Activities

Work-Related

- Apprenticeship (paid)
- Internship (unpaid)
- Career Counseling
- Mentoring

Group Type

- Check if any activities with more than one kid (group lessons, classes, etc.)
- Check if any One-on-One activities (Private lessons, mentoring, tutoring, etc.)

WHERE?

Description (select only one):

- Provider's Home
- School
- Community Center
- Church
- Outdoors (e.g. Park)
- Other (Please Specify)

Street Address (or ID from Previous page):

Zipcode:

Do any of the kids commute from outside the general neighborhood (yes/no)?

If so about what percent commute from outside the general neighborhood? %

WHEN?

When does this program operate?

Season (one only)

- School Year (Sept-May)
- School Year Breaks
- Summer Vacation (June-August)
- Full Year

Days

Mon. Tue. Wed. Thur. Fri. Sat. Sun. Holidays

Hours

*Avg per Week | Start Time | am/pm | End Time | am/pm

WHO?

Kids who participate: % Girls % in Poverty

Approximate Number by Age

Number Age 0-3		Number Age 11-14	
Number Age 4-5		Number Age 15-18 in School	
Number Age 6-10		Number Age 15-18 not in School	
		Number Age 19-24	

Capacity

Within the past three years, largest number of kids at one time?

How many kids are on your waiting list (0 if none)?

How many total kids could you accommodate in this program without adding new staff or facilities?

Average Number of Adults Supervising Kids: Total Full-Time Paid

*Hours. The average hours per week question refers to the average number of hours each child is in the program during the season(s) that the program is in operation.

Appendix E: Child Care Surveys

Our data on services for school-aged youth are described in Appendix D. For data on child care providers we began with the data provided by the University of the District of Columbia for their *1998 Study of Market Rates and Capacity Utilization*. We then compared the survey list to the March 1999 list of licensed child development homes maintained by the DC Department of Health (DOH) and added any new centers and family providers. The final tally was 386 center providers, of which 51 percent had survey data, and 277 home providers, of which 58 percent had survey data. To summarize we estimate that 58 percent of all child care spaces for both the centers and home care in these surveys have useful data.

Child Care Capacity and Potential Service Hours:

For those center providers who responded to the 1998 survey, we used the self-reported licensed capacity. For all other center providers, we used the capacity listed in the DCRA list. For all other home providers, we assumed a capacity of 5 children.

The survey responses to the capacity by age often did not total to the licensed capacity. This may be because of how providers interpreted the questions. For instance a provider might be licensed to serve 8 infants or 12 toddlers, but not both. The total capacity could then be reported as 12 and not 20. We assume that the total capacity question is an approximately correct estimate of the total number of children the provider can serve at a point in time. To estimate capacity by age at a point in time we applied the distribution of the reported capacities by age to the licensed total capacity. We calculated these distributions by age for each center and home provider individually.

The potential weekly hours are defined as the licensed capacity multiplied by the number of service hours in a week. For those providers without survey data, we assumed 55 weekly service hours, the median response of the survey respondents.

Child Care Enrollment and Current Service Hours:

Because of the large amount of missing data these variables were not used in this report. However we include this description of how we created these variables for future reference. For survey respondents, we estimated current use by age category by adding the full-time slots in use and ½ times the part-time slots. These calculations were then summed to estimate the total current spaces used. Next, we calculated the number enrolled in each age category divided by the total number enrolled, and applied these ratios to the non-respondents enrollment figure. For each category, we only used those records with non-missing values in the numerator. We chose to define the ratios from the aggregate totals because in many individual cases the number of estimated spaces in current use exceeded the licensed capacity. We did not have the means to determine whether this was actually the case, if the questions were misinterpreted, or if the part-time service was less than half-time.

Appendix F: Other Data Definitions

Children on Cash Assistance: The data on children receiving cash assistance are for the July 1998 Temporary Assistance for Needy Families (TANF) caseload and were provided in ASCII format to DC Agenda by the DC Department of Human Services. We received one file of cases and another file of clients with case identification numbers to link the two. We first calculated the recipients' ages from the date of birth field, and then merged the files together to create a case-based file with a field for the number of children in each case. The analysis only includes those currently active cases, not those disqualified or sanctioned. Next, we summed the number of children in each case family by the 1980 tract identifiers contained in the case file.

We then converted the 1980 tract identifiers contained in the case file from the non-standard notation used by the Department of Human Services to standard Bureau of Census notation. This was done using a translation file produced for the Underclass Database study at the Urban Institute to convert the totals in the 1980 tracts to 1990 tract estimates. In six tracts, the estimated number of children receiving cash assistance exceeded the number of children in the 1998 population estimate. The estimates were capped at 100 percent.

Test Scores: Data on test scores were obtained from the *1997-1998 School Profiles Volume 1 (Elementary Level)* and *Volume 2 (Secondary Level)* published by the DC Public Schools (DCPS) in February 1999. These publications contained the fraction of children who scored below basic by year, grade, and subject.

To calculate the numbers of students scoring below basic, which are presented in Tables 1 and 2, we first had to calculate the number who took the exam. This was done by calculating the number in the grade and then subtracting the estimated number who had little or no English proficiency (based on the school-wide average), since these students were not tested. We then calculated the fraction scoring below basic within the area (e.g., police district or census tract), weighted by the estimated number of students who took the exam at each school that reported data. Finally this estimate was multiplied by the total number of youth living in the area to get an overall estimate of the fraction who would have scored below basic had all students in the area taken the exam. This number helps to compensate for the schools that did not report data. Presumably this will be an overestimate in areas with a high fraction of private school students, who are, on average, less likely to score below basic than those in the public schools. This would, for example, presumably make our estimates for upper Northwest biased upward. Since the estimated numbers of students scoring below basic in upper Northwest are already close to zero, we believe that this form of bias did not significantly affect our results.

Dropout Rates: Dropout rates were obtained directly from the DCPS *Dropout and Migration Statistics Report, SY 1995-1996,* available from the Office of the Associate Superintendent at the Department of Educational Accountability, Research and Evaluation Branch, DCPS. According to the DCPS (1996) a dropout is an individual who "leaves school prior to graduation or completion of a formal high school education or legal equivalent, and who does not enter another public or private educational institution or recognized educational program within 45 consecutive school days." The report also states that they expanded the definition of dropouts to include any individual who "(1) was enrolled in a school at some time

during the previous year; (2) was not enrolled at the beginning of the current year; (3) has not graduated from high school or completed a state approved educational program, and (4) does not meet any of the exclusionary conditions: (I) transfer to another public school district, private school, or state approved educational program, (II) temporary absence due to suspension or school approved illness, or (III) death," based on a National Center for Education Statistics publication.

Health and Well-Being: All data on health and well-being were obtained from Rob Richardson (DC Agenda) with the help of Ted Saeger (World Bank) and Amir Razavi (Razavi Associates). DC Agenda obtained these data from the DC State Center for Health Policy and Statistics.

Capacity and Use of Services for School-Age Youth: Data on services for school-age youth come from our *School-Aged Youth Services Provider Survey*. For the maps we included hours for all seasons. This means that there is some double-counting as hours in one season are added to those for another. In Tables 3a and 3b we present only hours for the fall season (from the school survey) and for the school year or full year (from the other provider surveys). For both the maps and tables, measures of use and capacity were derived as follows:

- ***Use of Services in Schools:*** We used information on the number of kids participating in each activity and multiplied this by the average weekly hours of participation reported. This information by activity was reported for 84 schools. Total hours per activity were summed across activities within each school and divided by the number of students at the school (from the Common Core of Data) to get an estimate of total hours in all activities per student. This was done for 66 schools for which data from the Common Core and survey existed. These rates were then used to impute total hours for all other schools with Common Core enrollment data but no survey data by multiplying hours per student by the number of students at the school. Hours of service were then summed within each area (census tract, police district, or ward) and divided by the population in that area.

- ***Capacity in Schools:*** A similar method was used to calculate capacity in schools except that the 75th percentile of the distribution of hours per child in each school was used in place of the mean, for the 66 schools for which we had both survey and Common Core data. We chose the 75th percentile based on the assumption that all schools could potentially reach this level of participation without additional facilities based on their enrollment. Schools which reported providing hours of service per child below the 75th percentile and those with Common Core data but not reporting hours of service were set to the 75th percentile while other schools reporting service were left at their reported levels. Schools without Common Core or survey data were omitted from our analysis. Therefore we believe we have an underestimate of total potential service. In total we were able to estimate hours of use and capacity for about 200 schools.

- ***Use of Services of Non-School Providers:*** Hours of use of services by non-school providers was calculated as follows. For each provider we summed across the number of youth, age 5-17, who were reported to be participating in each program and then multiplied by the average hours each youth was receiving services.

- ***Capacity for Non-School Providers:*** Capacity for hours of service by non-school providers is estimated using the hours the provider is open multiplied by the answer to the capacity question, "How many total kids could you accommodate in this program without adding new staff or facilities?". When this capacity question was missing, the question about highest enrollment in the last three years was used. When both questions were missing, current enrollment was used to estimate capacity. In some cases estimated total hours of capacity was estimated to be smaller than total hours of service. In these cases we took the average of the two and used this average to estimate hours of capacity and hours of use.

Use by Subject Area: We combined information from the non-school and school surveys (shown in Appendix D) to develop information on hours of use by the eight subject areas of youth activities. These are as follows.

Tables 3a/3b	Non-Schools	Schools
Academics	Academics	Extended Education
Recreational		
Cultural	Art, Music, Choir, Drama, or Cultural Activities	Performance Training (except Support)
Athletics	Sports	Athletics and Sports Activities
Other	Other club, other recreational activity, computer/video games	Support (under Performance Training)
Work-Related	Work Related	Youth Employment
Community Service	None	Community Service
Health	None	Health
Safety	None	Safety

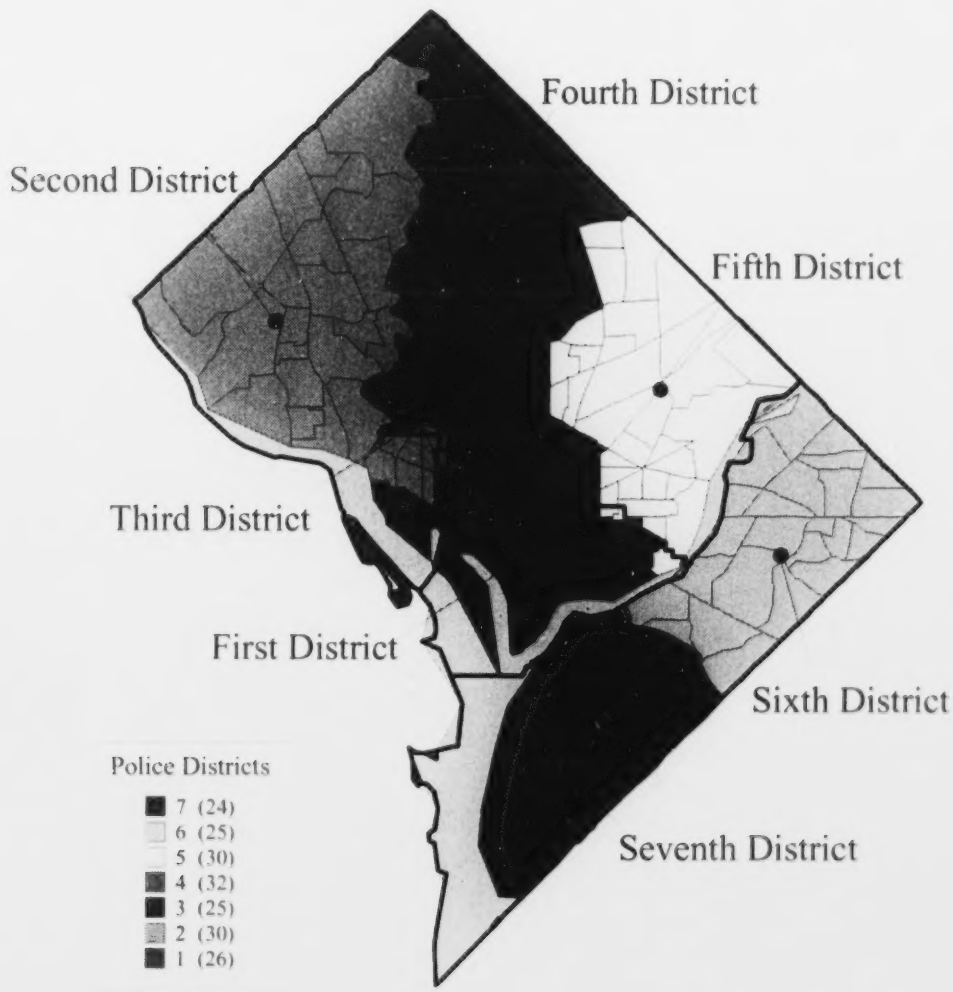
Hours by subject are calculated by dividing total hours for each program by the number of subjects included. When the hours of capacity was smaller than hours of use, we adjusted hours of use down (using the average) and adjusted hours by subject down using the same fraction.

Boundaries: All of the numbers in the tables are based on approximate mappings from census tracts to police districts and wards. The exact mappings used are shown in Maps F.1 and F2. Census tracts with the same color were mapped as being within a given police district (or ward). As these maps show, there are some tracts which cross police district or ward boundaries; however, the overlaps are generally quite small. We counted each of these census tracts as if they were entirely in the region where most of the census tract lay.

Map F.1

Census Tract to Police District Mapping

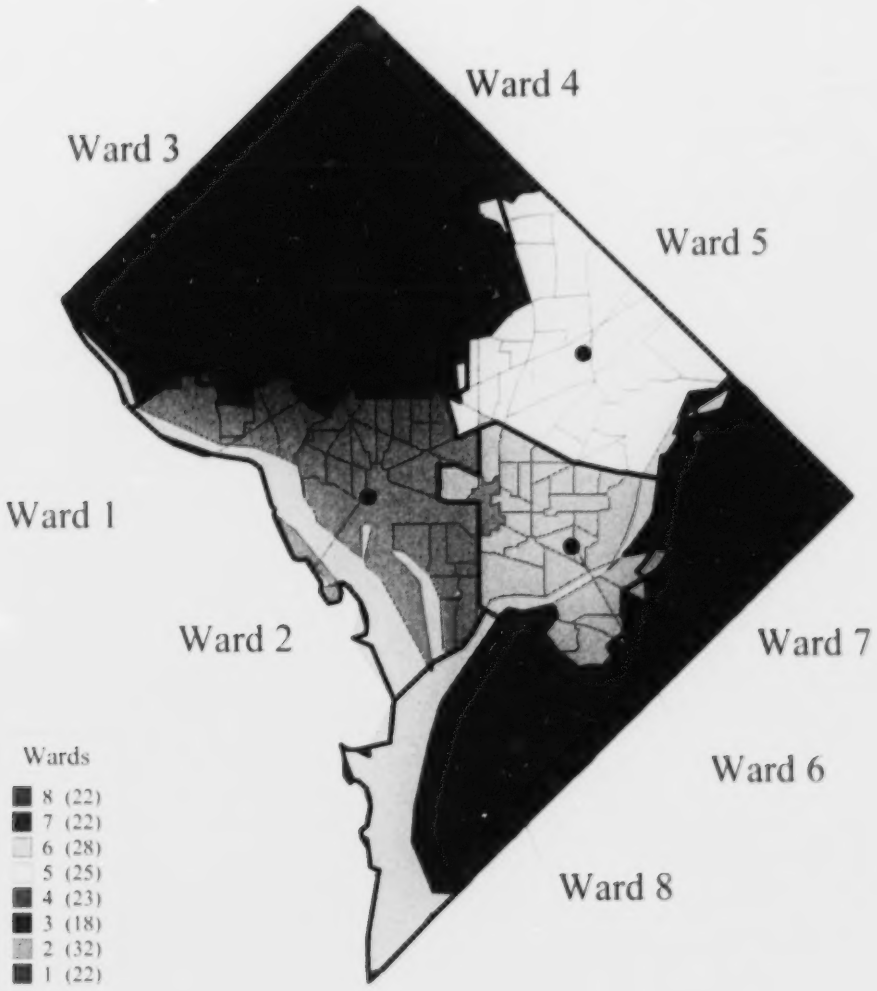
in the District of Columbia



BEST COPY AVAILABLE

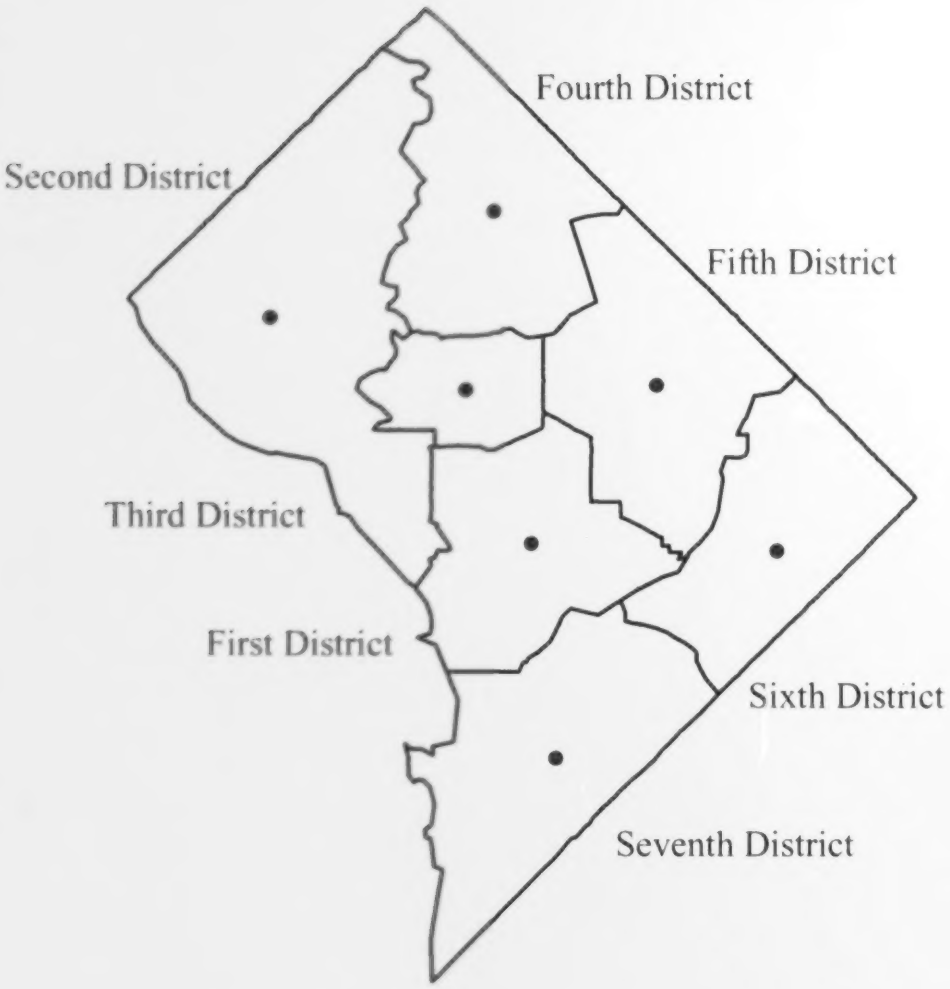
1 inch=2 miles

Map F.2
Census Tract to Ward Mapping
in the District of Columbia



1 inch=2 miles
The Urban Institute

Police Districts



1 inch=2 miles
The Urban Institute

Capacity and Needs Assessment

Bus/Metrorail Routes

1 inch=2 miles
The Urban Institute

Source: Washington Metropolitan Area Transit Authority
Capacity and Needs Assessments

Appendix G: Endnotes

[1] In some cases census tracts do not fit within ward boundaries. In these cases the ward boundaries are shown as crossing through census tracts. Similarly the police district boundaries do not always match those of the census tracts. Maps F.1 and F.2 in Appendix F show the overlapping census tracts most clearly.

[2] The variation across Census Tracts is based on estimates produced by Claritas, a private company that uses marketing data which generally covers about 90 percent of the population. These data are adjusted based on 1990 Census data, telephone listings, and automobile registrations. The 1998 population estimates were provided by age groups (1-2, 3-4, 5-12, etc.). We estimated the population for each individual year of age in 1998 by using the relevant within-group distribution from 1990 by Census Tract except for children age 1-4, where we assumed an even distribution.

[3] These data are obtained from the DC Department of Human Services and tabulated by Urban Institute staff. The addresses are the home addresses of the children. More details are provided in Appendix F.

[4] We start with means by grade and take the unweighted means of the grade-specific means. Thus to the extent that class sizes differ these means will not be the same as overall means by student.

[5] Probably few schools maintain waiting lists so treating them as zeros may be approximately corrrect.

[6] Except in 1994, when data on premature births were missing. For 1994 we used total low-weight births, including those born prematurely or to mothers with multiple children (twins, etc.), and the appropriate denominator.

[7] This is based on the total number of children living in families with any children in protective custody divided by an estimate of the 1998 population of children age 0-17.

[8] We include only data on victims whose age is known. Also infants (age 0) are omitted because we were not able to distinguish between missing values for age and 0 age in our data.

[9] For instance in July 1999, the Office of Juvenile Justice and Delinquency Prevention submitted to Congress (The Committee on Education and the Workforce of the House of Representatives and the Committee on the Judiciary of the Senate) a report on juvenile violence research. This report was a synthesis of research conducted in six cities across the nation, and includes a Washington, DC component conducted by the Urban Institute which stressed the importance of temporal patterns of juvenile crimes and victimizations.

[10] These are juveniles arrested for violent crimes and processed as adults.

[11] We do have a question about part-time versus full-time care, but a large proportion of cases are part-time and it appears that there is a great deal of variation in hours of care within the part-time category.

[12] Addresses for these schools came from the DC Board of Education, the DC Public Charter School Board, the Independent School Guide, the Archdiocese of Washington, the Association of Independent Schools of Greater Washington, and the Yellow Pages for the District of Columbia.

[13] Addresses for these providers came from the YMCA, the DC Department of Recreation and Parks, DC Public Libraries, and our provider survey.

[14] These are self-reported but also checked against the records of the primary physician for accuracy.

[15] The District government established eight neighborhood collaboratives to develop and operate community-based models for child welfare service delivery. The collaboratives represented in the focus groups include: The South Washington/West of the River Family Strengthening Collaborative, The Mid Northeast Family Support Collaborative, The East River Family Strengthening Collaborative, and the North Capitol Healthy Families/Thriving Communities Collaborative.

[16] A Summary Report of Neighborhood and City Wide Focus Groups on the Out-of-School Needs of the District's Children and Youth, February 1999.

[17] The discussion here is predicated on the assumption that current funding of activities remains. Thus the discussion focuses only on helping decision makers determine where new funds should be spent.

[18] In our provider survey we asked for capacity without adding new staff or facilities. Our estimates of school capacity were not based on any information about staff limitations. See Appendix F for details.

[19] We made this decision in part because very small fractions of youth score in the advanced range.

[20] This is true because the rate times the population at risk is equal to the number of incidents that the rate is based on. This simple indicator (number of bad outcomes) can be justified in another way. Suppose that one could calculate the cost to society of each bad outcome (death, teen birth, low birth-weight baby, etc.). Then one might want to allocate a fixed amount of money to "fix" each problem. This would justify spending funds in proportion to the number of incidents in an area.

[21] The match between census tracts and police districts is approximate, as explained in Appendix F. Also the numbers in Tables 1a, 1b, 2a, and 2b should not be taken as absolute measures of need relative to other cities because no attempt has been made to deal with missing data caused by bad address information or non-reporting. If these problems occur at the same rate in each area, then our comparisons should not be biased.

[22] See Appendix F for details on how the test score numbers in Tables 1a, 1b, 2a, and 2b were calculated.

[23] We limit ourselves to positive weights based on the assumption that all of these indicators are considered to be negative outcomes.

[24] These could be developed using 1990 Census data but this was not possible given the time frame of this report.

[25] The match between census tracts and wards is also approximate as discussed in Appendix F.

[26] The mapping between police districts and census tracts is shown in Appendix F.

[27] Unfortunately we were not able to provide data on actual use of child care services because the information in the survey was missing for most respondents. With more time it might be possible to produce reasonable estimates even with these data, but we felt that given our time constraints it would be best to focus on the capacity data which we are much more confident about.

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